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REPORT ON IMMIGRATION

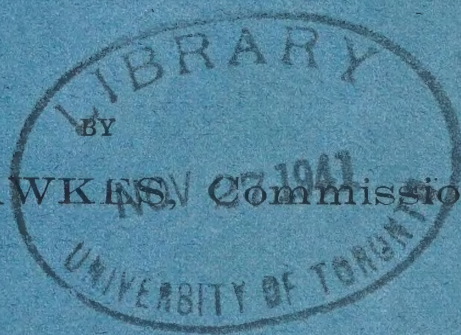
DEALING MAINLY WITH

CO-OPERATION BETWEEN THE DOMINION AND
PROVINCIAL GOVERNMENTS

AND THE

MOVEMENT OF PEOPLE FROM THE
UNITED KINGDOM TO CANADA

ARTHUR HAWKINS, Commissioner



PUBLISHED BY AUTHORITY OF THE HON. ROBT. ROGERS, MINISTER OF THE INTERIOR.

OTTAWA
GOVERNMENT PRINTING BUREAU
1912

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LETTER OF TRANSMISSION AND SUMMARY OF PROPOSALS.

HON. ROBERT ROGERS, M.P.,
Minister of the Interior,
Ottawa.

SIR,—

I have the honour to submit the report on immigration to Canada which you instructed me to make on November 9 last, and a short account of the work I have done, and a summary of the proposals that have grown out of it.

Between the receipt of your letter of instructions and December 23, I visited the department at Ottawa, and had interviews with premiers and other ministers and officials of the provincial governments of Ontario, Quebec, Manitoba, Saskatchewan, Alberta, British Columbia, New Brunswick and Nova Scotia. Owing to the election in Prince Edward Island, a conference with Premier Matheson was postponed and ultimately took place at Ottawa. There were also open conferences with settlers at Lloydminster (Saskatchewan and Alberta), Liskeard and Englehart (New Ontario), and Kentville (Nova Scotia); and I met the Boards of Trade at Toronto and St. John, and Canadian Clubs at Winnipeg, Vancouver and St. John.

On Christmas night I left home for England, arriving on January 3, and embarking for Canada on February 9. Most of the time was spent in London, but I visited Exeter, Birmingham, Liverpool, York, Glasgow, Aberdeen, Dublin and Belfast, where the Department has offices; and also went to Woking, Maidstone, Beckenham, Norbury, East Ham, Norwich, Worcester, Churchdown, Gloucester, Bristol and Plymouth. Conferences were held with many representative persons who are interested in emigration to Canada, including the Rt. Hon. John Burns, President of the Local Government Board, who expressed the views of the Imperial Government on emigration to the last Imperial Conference; Lord Pentland, Secretary for Scotland; the Emigration Board of the Colonial Office, and officials of the Board of Trade. A conference with representatives of emigration societies was presided over by Lord Strathcona, the High Commissioner for Canada, to whom I am indebted for much kindness. Other conferences with individual societies took place, and also with representatives of the transportation companies and with booking agents.

In looking for a policy that can be broadly applied to nine separate provinces as well as to the Dominion as a whole, it is obvious that a clear apprehension of fundamental principles is most necessary, first, to a grasp of a complex proposition, and secondly, to an effective administration of it. To set forth in detail the facts that have produced the conclusions would necessitate a volume that would have taken months to write. The mention of admin-

istrative details has been avoided, except where they seemed clearly to have a distinctly constructive value.

The report is based on the facts that the ultimate justification for a vast and seemingly endless inflow of capital to Canada must be a producing population on the soil, and that natural increase cannot keep pace with the opportunities that are being opened up. The need for the re-creation of parts of Eastern Canada, the steady diminution of free lands in the prairie provinces, and the cost of bringing British Columbia lands into cultivation, make it imperative that land settlement be undertaken more scientifically than heretofore, and, in special instances by an extension of the use of public credit, hitherto devoted almost entirely to railway building, to the actual processes of settlement. Several provinces, since the date of your commission have committed themselves, by legislation, to a policy of this character.

This means provincial service on more systematic lines than have yet been devised. For the attraction of people and capital, especially from the British Islands, the most effective use can be made of the people already settled in the different provinces, through provincial services, organized with as much thoroughness as a magazine organizes its subscription department, or a mail order business follows up its orders.

It is proposed to obtain a broad uniformity of policy and co-operation with the Dominion through a central board, whose chairman shall be the chief of the Immigration Department, and whose financial contribution to the provincial services shall be proportional to the ascertained value of the immigrant to the Dominion treasury, in his first years in Canada.

For the United Kingdom it is proposed to make the most of the extensive constituencies of public-spirited people who are interested in the emigration of British people to British countries, partly as a relief of the pressure of population which is only now being comprehensively studied, and which the report deals with at some length, and bearing in mind the fact that there are over a million children in British schools who, presumably, will in a comparatively few years come to Canada. It is proposed that the Canadian propaganda in Europe be under the direction of the central board, operating with a consultative board with the High Commissioner at its head; each province being provided for by the appointment of special representatives working in a rotation of special districts, and their work systematically followed up by the general organization.

The scheme would involve a partial reconstruction and an expansion of staff which is overdue, especially in view of the fact that Australia has established a competing propaganda in Britain which last year attracted sixty-five thousand immigrants against thirty-two thousand in the previous year. I have not thought it necessary to enter into details of expenditure, for, in comparison with results achieved, the Immigration Department has cost the country a mere nothing, and in view of the urgent requirements of the immediate future, the dominating consideration is the object to be achieved. If Canada were to spend per head of the existing population, as much for immigration as Australia is now doing, the appropriation for the Department

would be over three and a half million dollars, compared with a little over one million dollars as at present.

Permit me to say that I value highly the confidence signified in your request to make this report and to add that, in keeping with what was said to you when the appointment was first discussed, I am not an applicant for employment in the government services, and that as this work was undertaken without any financial stipulation whatever, I am satisfied that the disclosure of the result should determine the valuation of the service. I could wish that the report had ten times whatever merit it contains, for it is submitted as an earnest of the grateful service of one who has chosen to be a Canadian citizen.

I am,

Your obedient servant,

ARTHUR HAWKES.

142 Beech Ave.,

Toronto, Ont., March 18, 1912.

IMMIGRATION TO THE DOMINION OF CANADA.

THE PROBLEM BROADLY STATED.

Immigration to Canada is the crucial economic factor in the progress of the Dominion. Every financial responsibility that has been assumed for the development of Canada, whether in pledging public credit for railways, or for civic expansion, or for industrial enterprises, has been assumed in expectation of a greater increase of population than the natural increase. With capital pouring in, chiefly from Britain, it is easy to confuse the prosperity that arises from expenditure which represents an obligation to pay interest, with the permanent prosperity that comes from increase of production from Canadian soil, mines, forests and waters.

Immigration a
fundamental
necessity of
Government.

Continuous immigration to keep pace with, and get ahead of continuous inflow of capital is, therefore, a fundamental constructive necessity of government.

What a failure in this would lead to is suggested by the discrepancy of three quarters of a million between the estimated and ascertained census in 1911. Governments borrow their money and establish their credit on the number of people who pay tribute. If there be under-estimation of the cost of all-important works, and over-estimation of the number of people whose collective strength is the only strength of their governments, the first thing to do is to supply the deficiency of people. This is the more necessary if population has actually declined in certain localities.

The Census
and Economics.

The expansion of modern Canada is the expansion of immigration. No other country has, relatively, such a record of assimilation of non-native peoples as Canada. Her naturalization laws give to any alien who takes the oath, the fullest rights of Canadian citizenship after three years' residence. Parliamentary representation may sometimes be determined by men with a slender knowledge of either of the national languages, and knowing less of our institutions.

Absorption of
non-native
peoples.

The difficulties of settlement in the prairie country which produced a large immigration, alien in race and speech, no longer exist; for, with widespread railway building there came an increasing immigration from the British Isles and the

Difference between British and American immigration.

United States, as well as from Eastern Canada, which, with proper regulation, kneads quickly into Canadian national life.

A special difference between immigration from the United Kingdom and the United States is that the former scatters all over Canada and is largely composed of wage earners; the latter is chiefly confined to the prairie provinces, and is predominantly of farmers accustomed to prairie life. Eastern manufactures would have been retarded without operatives from Britain; and agriculture, in Ontario for example, had and has great need of British labour.

Both qualities of immigration are equally necessary. The experience and ready adaptability of the American immigration to the West is invaluable. But it is not, and is not likely to become, common to the whole of Canada; even if the price of land in the West should remain so low, and the returns from it should keep so high, that the shrewd republican will continue to swarm thither.

Eastern situation intensifies the problem.

The desirability of immigration to the lands of Eastern Canada is just as obvious as, and is more complex than, immigration to the comparatively empty Western provinces. It has an important bearing on future immigration to the West; for new Eastern attractions presented where the immigrants are obtained, will place the drawing-power of the Western provinces in a slightly different perspective.

There is, consequently, a double problem—to provide settlers on the land in Eastern Canada; and to maintain the flow to the West. The sum of immigration should be increased. The methods used must be systematic and far-sighted, to secure the maximum efficiency and permanence of the incoming stream.

Desirability of British immigration.

The former Postmaster General, the Hon. Mr. Lemieux, in the House of Commons, laid it down as 'good policy to have the bulk of your immigration from the British Islands.' This view rests upon practical facts, other than those of racial similarity and traditional political unity. The governments of continental European countries oppose any Canadian emigration propaganda. The President of the Council and Minister of Industry and Public Worship in a letter to all prefects, of August 21 last, requested the widest publicity for a document strongly warning Frenchmen against emigrating to Canada. In the United Kingdom there is a growing willingness to encourage suitable emigration to Canada. With judicious handling we may ensure a permanent immigration of noticeably increased efficiency, at the minimum cost. By a statesmanlike course in immigration, Canada may not only build more rapidly her own nationhood, but may speedily achieve a peculiar leadership within the British Empire.

NEEDS OF THE PROVINCES.

Take a rapid survey of conditions in the nine provinces, clearly understanding that in all, in order to make the most of their enormous and only partially developed resources, the necessity is for more producers from the soil.

NOVA SCOTIA.

The increase in Nova Scotia's population in 1901-1911 was 32,764, principally in the industrial centres. Until a few years ago, Nova Scotia's efforts to improve agriculture were academic. The Agricultural College at Truro has been converted into a thoroughly equipped institution, which has proved the great possibilities of farming in the province, and offers the beginning of a driving force for the re-creation of neglected areas. The way has been prepared for an effective immigration policy by the Provincial Department of Immigration and Industries.

Population increased in industrial centres.

The mere advertising of Nova Scotia as it is, will not transform the province. The demand for agricultural labour is not very large, and the wages offered are not so high as those paid in Ontario and the West. Some farmers fail to realize that good men should be secured while the steamers are bringing immigrants to Halifax. Leaving out the exceptional apple districts of the Annapolis Valley, the re-creation of Nova Scotia agriculture requires a policy that settles special areas with the right people and demonstrates that farming, on Truro College methods, is attractive and profitable. The Provincial Government has introduced legislation to provide for the use of the provincial credit in the re-settlement of unoccupied farms.

Re-creation of agriculture being prepared for.

The province has an agent-general in London, Mr. John Howard, but does not now maintain a separate immigration office there. The Dominion devotes one of its lecturers chiefly to Nova Scotia interests.

NEW BRUNSWICK.

This province, with similar conditions to Nova Scotia, maintains an immigration service in England. Its representative, Mr. Bowder, a Lincolnshire farmer, who made good in

Province has immigration service in Britain.

the St. John River Valley, is obtaining as many settlers as can be expected under present circumstances. Rich valleys in New Brunswick will grow first-class apples. There are hundreds of unoccupied farms which experts avow can be made to pay handsomely.

The Department of Agriculture has proved that New Brunswick can give first-class results to intelligent cultivators. There is a growing away from the idea that capital expenditure on public works is the royal road to prosperity, and an appreciation of the truth that well populated valleys are the only security for well developed cities.

It is recognized that scientific immigration is vital to the recreation of New Brunswick. The Provincial Government announced legislation during the session which opened on March 7. At Fredericton, Premier Fleming promised the first Provincial Immigration Congress ever held in Canada, to do full justice to the problem, concerning which the Congress, representative of every county in the province, had passed the following resolution:

'That the condition of our agricultural pursuits in this province requires the urgent attention of our provincial and federal government and settling the people on the land we heartily endorse a courageous policy of state advances or agricultural loans to farmers and other persons engaged in such pursuits. We further request the provincial government to take immediate steps to raise the necessary funds upon the credit of the province, either by arrangement with the Dominion Government for the use of the savings bank deposits or in such other manner as may be expedient.

'As a preliminary method of carrying out this project we recommend the creation of a Land Settlement Commission to manage the business side of the operations, to acquire, improve and sell vacant farms to natives or immigrants; and otherwise assist the better settlement of people upon the land until such time as a charter for an agricultural bank is obtained.'

PRINCE EDWARD ISLAND.

Mr. Matheson, the Premier of Prince Edward Island has given the most clearcut objective of an immigration policy. In 1901-1911 the population of the Island declined ten thousand—from 103,000 to 93,000. In the 'Garden of the Gulf' there are no abandoned farms—the diminished population cultivates its land less thoroughly. The land requires more intensive cultivation in smaller farms. A car ferry across the Northumberland Straits and the conversion of the 267 miles of Dominion Government railway from narrow gauge to broad gauge, will provide for more scientific marketing of farm products. Some of the labour brought in for the change, and for contemplated oyster

Immigration Congress requested land settlement commission and agricultural banks.

Premier says the Island can carry 400,000 people.

culture developments, would no doubt remain and facilitate the agricultural re-creation of the Island. With proper cultivation, the Premier told me, the Island should carry a population of four hundred thousand.

Obviously, the first step towards the four hundred thousand is to prove the possibilities of closer cultivation in a few typical districts.

QUEBEC.

The Premier of Quebec told me that efforts to draw back to the Province those who had left it for New England had produced moderate results. The Province, as a whole, does not move rapidly away from time-honoured methods of farming. No estimate is forthcoming as to the extent to which more population may be carried on existing farms. The Lake St. John region is capable of considerable increase of population, and in the country tributary to the Temiskaming and Northern Ontario Railway and the National Transcontinental Railway there is room for many more settlers.

Repatriation movement has been moderately successful.

As a Commissioner has been specially appointed to investigate the possibilities of enlarged immigration from France and Belgium, whose people would naturally be disposed to settle amidst congenial linguistic conditions, it is necessary to say but little here on this subject, except that as the natural increase of the rural population in Quebec is in advance of that of the other provinces, greater plenitude of population in Quebec will probably be accomplished from within, rather than from without.

Special commissioner sent to France and Belgium

The Province has recently appointed the Hon. Dr. Pelletier, Agent-General in London, but has not contemplated carrying on aggressive immigration work from his office.

ONTARIO.

The appropriation by the Provincial Government of five million dollars for a settlement scheme in New Ontario, where sixteen million acres of fertile clay lands are being bisected by two transcontinental railways, indicates that this province has a large receptive capacity for immigration.

Five million dollars appropriated for New Ontario.

The Clay Belt is only part of Ontario's demand for more people on the land, which, as shown by agricultural research at Guelph and other colleges, may be made to support four times as many people and stock as it does now. The discovery of this enlargement of capacity has coincided with a drain to the West, which has not been confined to the less favoured localities. The province has become alive to the necessity for more thickly populating certain of the older sections, as well as to the incalculable advantage of settling the Clay Belt.

Effect of drain to the West.

Demand for cheap money for the settler.

An inquiry into New Ontario conditions brings into the strongest relief the futility of expecting that scores of thousands of English-speaking people with capital will immediately be attracted to the task of clearing land under former conditions, and also the economic waste of the system under which many an ambitious, hardworking, but poor settler has to earn money away from home to support him while he works on his clearing. Cheap money is strongly demanded by the settler. As private enterprise, working on long-established lines, has failed to supply it, this may come to be regarded as an imperative ingredient in governmental efficiency.

MANITOBA.

Advantage and disadvantage of central distributing point.

Metropolitan Winnipeg largely influences the Manitoba situation. It imparts to the Province the advantages and disadvantages that attach to the principal distributing point of immigration to the prairie provinces. Different views are held by experienced authorities. One said, 'Why should farmers go by this province to locate hundreds of miles farther from their markets, when they can buy land just as cheap and just as good as any in the country, with buildings on it.'

The other view is based on the lure of the more western West, and was thus stated. 'This constituency has a population of nine hundred less than it had ten years ago. To get more land in one of the other provinces, many men have sold their farms to their neighbours. There are bigger farms but fewer people.'

'Million for Manitoba' movement on foot.

There is an organized 'Million for Manitoba' movement, and farmers are short of help. There are large quantities of land in Manitoba, at present comparatively unattractive to the settler who can choose elsewhere, but capable of carrying many people as soon as they are brought into use by a larger motive power than the average settler can command. The extension of the provincial boundaries, gives an additional practical force to the 'Million for Manitoba' movement, and a greater financial strength to provincial work to attain that end. The relation of Winnipeg to these factors may be sensed from the fact that plans are afoot to feed the city with more locally grown produce. For example, several tons of milk are daily imported from Minnesota.

SASKATCHEWAN.

Wheat raising cannot be the only guarantee of prosperity.

The greatest wheat-producing province in the British Empire feels the need of people almost as much as ever. Where wheat is a sure crop the holding of vacant lands for rises in value is a positive detriment to development. In some northern

areas mixed farming is the wisest farming from the beginning, as it will presently become in others now almost exclusively devoted to wheat. Wheat raising is not likely to remain the only guarantee of prosperity in Western Canada any more than it did in the Middle Western States.

With a diminution of free land, the financial side of Saskatchewan farming will approximate to Eastern conditions, and legislation will in all probability be directed towards forcing land held speculatively, into cultivation. The time for pouring people into the country, leaving them to pick up a mastery of conditions, must speedily pass, and the province will take steps to foster the maximum prosperity in given areas,—such as the direction of cattle into regions where the lack of them is a drawback to development, and the oversight of public and semi-public services.

Diminution
of free land will
create new
conditions.

Observation of public events in Saskatchewan suggests that the distribution of new population, so as to make the most of natural production, will soon become a special concern of government. Hitherto, immigration has been provided for the province, largely because of the public domain being held by the Dominion. But, whoever holds the public lands, which are less and less a factor in settled districts, the provincial ambition must be for larger and well founded immigration.

ALBERTA.

In general, the Saskatchewan situation is duplicated in Alberta, with important differences. The Alberta Government did more to attract people than Saskatchewan has done, partly because, no doubt, a smaller proportion of Dominion-promoted immigration, for several years, reached the more westerly province. With railway expansion and industrial development on account of the coal fields, the demand for more population will grow. The country beyond Edmonton, which is the real Northwest of Canada, is almost a province. Irrigation in Southern Alberta is a unique feature in provincial progress.

Coal fields will
produce special
industrial
development.

Alberta is taking courses of its own regarding taxation (aimed at wild real estate speculation) and other public responsibilities. Its appeal for population will have a distinctive note. In any event, the division of Canada into provinces, each with an individuality peculiar to itself, is abundant reason for each to assume a maximum of direct responsibility for its own expansion.

BRITISH COLUMBIA.

The principle of provincial responsibility for provincial expansion is exhibited strongly in British Columbia. Its mountainous configuration; its mineral resources; its contact

Immigration of
producing white
people doubly
important.

with trans-Pacific trade; the heavy prices of land; the high prices of all labour; the complexity of its coloured labour supply; the great cost and wide area of railway construction to serve a comparatively small producing population; and the concentration of population in coast cities, combine to distinguish the province from every other in the Dominion, and to make the immigration of producing white people to it of double fundamental importance.

The pouring of capital into the province for real estate investment is inseparable from railway construction. A reasonable check on speculation will keep perpetual obligations to pay interest fairly down to the speed of increased production in tributary territory on which alone the permanent prosperity of cities depends.

Need for limiting
land speculative
element in new
territory.

British Columbia needs people for the cultivable valleys, who will, among other things, prevent the transference to foreign countries of capital on which British Columbia must pay interest, for food which should be grown in the province. This need must be met by the limitation of the land speculative element in the placing of immigration.

This is specially true of the northwestern part of the province, shortly to be served by the Grand Trunk Pacific railway. Agriculturally, this territory offers a unique field for immigration on scientific lines, with such government assurance of underlying economic conditions as will make the proposition really attractive to the discriminating settler.

The province has an office in London, in the financial district, with a wide range of British Columbian products. It is in charge of the Hon. J. H. Turner, agent-general, whose immigration propaganda is limited by circumstances.

THE CASE FOR CO-ORDINATION.

A survey of provincial conditions makes it clear that not only should the expansion of each province engage the pride and co-operation of every dweller within the province, but that the somewhat accidental method of settling the people should speedily give place to a thoroughly understood co-ordination by a Department that shall be a thinking and directing force for the whole Dominion, as strong and as capable as the executive of any large private business having plants operating in different parts of the country. The advantage of the province is the general advantage of Canada.

Co-ordination is required as much as in large private business.

With nine provinces calling for immigration, with immigration compounded of all the difficulties of transplanting people into conditions vitally different from anything they have known, with the conflicts of interest and ambition that surround the word 'politics' in one Dominion and nine provincial arenas—to reconcile and administer such an aggregation of complexities must be a severe undertaking.

The present situation speaks for itself. Several provinces are bidding for immigrants in the United Kingdom, and are carrying on immigration services at home, alongside those of the Dominion Government. In both spheres there is overlapping, which is always against efficiency.

Overlapping is against efficiency.

The function of the Dominion is to demonstrate that the interests of the provinces are not antagonistic but complementary. A scheme is required by which the Provinces will hold the major responsibility where the provincial interest is primary, and the Dominion will carry the major responsibility where the credit and effect of Canada as a whole are the paramount concern. It is necessary to find some way of combining these two main responsibilities under one general administration.

Dominion must show provincial interests are complementary.

Though the conditions in each province differ immensely in detail, certain predominant factors are common to all, which indicate unmistakably, I think, the main road to progress in all. The first fact which standardizes the development of all the provinces is the application of public credit to railway building. In some cases this has been done entirely by the Dominion, in several, entirely by the Province, and in others by both.

Standard of public credit and railway building.

In every instance aid has been given to promote settlement, to increase population. Steel rails have been laid in order to facilitate the use of steel ploughs on adjacent lands. Essen-

Traffic, not guarantees, the basis of success.

tially, Government guarantees have been given, not for the rails, but for the ploughs. People may be forgiven for supposing that the bases of Canadian railway success are Government bonuses and guarantees. Railway success depends on traffic. The guarantee is given in faith that the traffic will presently make the guarantee superfluous. If the Province, or the Dominion, or both together, were to guarantee the traffic by providing settlement, the railway building would finance itself.

Ready-made
farm prevents
economic waste.

The second fact which points to a standardizing of development is the ready-made farm, which was introduced by the Canadian Pacific Railway into Alberta and the principle of which has been adopted by the Associated Boards of Trade of Ontario, as an essential feature of a settlement policy for New Ontario. The plan is not founded on philanthropy. It comes of a fresh understanding of the revenue side of settlement, growing out of the knowledge that to take a family from an older country and leave it to re-create itself, is a sure way to economic waste—an expensive method of muddling through.

The desideratum for the Canadian Pacific Railway in Alberta was the quick bringing into large traffic-earning operation a tract of country that was formerly devoted to low-traffic propositions. The Canadian Pacific Railway put money into the settler's ploughing to make the railway more profitable. The public interest may take a leaf out of a railway corporation's book.

Public finance
must improve
human unit.

Just as the vitality of a railway is in its traffic rather than in its aid from the public treasury, so the success of public finance depends upon the extent to which it makes the human unit in the state more efficient as a contributor to the general prosperity. That is why Departments of Agriculture spend money liberally on the destruction of noxious weeds and insect pests.

Cost and crudity
of present
methods.

Hitherto, the creation of agriculture in the wilderness has been promoted from the public point of view, with a mixture of cost and crudity. Build a railway, give the land to any male adult who can put up the entrance fee, and then trust that a sufficiently large proportion of the settlers will make good to carry the railway; prove the intrinsic value of the land; and generally let things work themselves out into more or less prosperous communities with votes—that has been the policy. Its defects are only partially realized when it is discovered that some farmers are struggling with ill-equipped intelligence in localities where scientific knowledge should have been the first pioneer; and that lands are being held out of cultivation till the toiling farmer has made them valuable enough to induce the

speculator to sell. The farmer has enough loads of his own without carrying the absentee speculator as well.

The Ontario Government has shown its grasp of the uneconomic side of the ancient fashion by allotting five million dollars for the development of New Ontario—an example as to how land settlement should be approached. The actions of New Brunswick and Nova Scotia are of like significance. That systematic, scientific land settlement must be a precedent condition to systematic, scientific, economically effective immigration to each province becomes axiomatic to all who are seized of the difference between the prosperity which comes from the expenditure of capital, and that which arises from the harmless extraction of wealth from the soil.

Action taken by
three provinces.

We must enormously increase our producers through immigration, from which we must eliminate the haphazard and magnify the systematic. To find how best to utilize the immigrant, thorough, sympathetic knowledge of the conditions which have made him an immigrant, is imperative. This is especially true of the British immigrant.

Get behind
conditions.

GOVERNING BRITISH CONDITIONS.

Predominant
eastern factor.

This report does not deal with immigration from the United States, because our republican neighbours are not expected to invade Eastern Canada. While it is highly desirable to encourage northern Europeans to come to Canada, the predominant trans-oceanic immigration to the eastern provinces will be secured in the British islands.

Only worthy
people must be
admitted.

Consideration of this question must be governed by an inflexible adhesion to the principle that only persons acceptable in body, mind and character must be allowed to enter Canada. This involves frank recognition of the fact that, speaking very broadly, and not at all invidiously, the English people have the most to learn and unlearn in the way of adapting themselves to Canadian conditions. It is not necessary to enter minutely into this rather embarrassing topic. But an Englishman whose intimate experience of Western prairie conditions goes back to 1885, and whose equally intimate experience of English life is spread over many years' practice in journalism, may hope that neither lack of sympathy nor lack of knowledge will be imputed to his manner of dealing with the subject.

English defects
of qualities.

There is the more need to handle the question frankly, because there are eight times as many islanders in England as there are in Scotland, or in Ireland; and because the census returns promise a diminution of population pressure in Scotland and Ireland and an increased pressure in England. The Englishman's temperamental faults are largely the defects of his qualities.

Cannot know by
instinct.

The presumed unpopularity of the English in Canada need not have existed at all, if the English could, by instinct, have acquired essential knowledge about Canada, in England. It is ineffably foolish for any Englishman to suppose that Canada can be adjusted to his notions on sight. It is no wiser to assume that a man saturated with centuries of tradition and using an accent that has never been nipped by zero weather, can make himself over again on sight.

English children
become Canadian.

Sensibly dealt with, Canadian-English incompatibilities endure but for a moment. If it were not so how could the children of English people in Canada have become so happily Canadian as they are? All that is needed to make English immigration to Canada exceedingly successful is the willingness to have it so. The breed is right, though some of the samples may not be geniuses.

Discussion of pressure of population with leading British authorities produced an estimate of an average emigration of four hundred thousand people yearly for the next two decades. In the fight for mere existence many are lamed and maimed; physical deterioration and moral failure beset too large a proportion of the population. We have to be constantly on guard against the transference to us of a proportion of this burden, and to see that this matter is as rightly apprehended by those who promote emigration as it is by those who receive immigration.

Casualties of
population
pressure.

Let me illustrate: The Bristol Chamber of Commerce held a special meeting to hear an address on 'The Business Side of Emigration.' It was pointed out that a port trading with British countries owes directly that proportion of its prosperity to emigration present or past, and it was proved that without the reflex benefits of emigration Bristol would be in a precarious position. Not only would men directly dependent on the port be idle, but the large class that draws incomes from investments in countries that would be wildernesses but for emigration, would be in much less favourable case.

'The business
side of
emigration.'

The Bristol Civic League that day announced that, as a guide for the 'charitable public' it had made a list of eight thousand actual and prospective recipients of charity within the city, and that hundreds of names were being added every month. Obviously eight thousand families on the verge of starvation are nothing of an asset to Bristol compared with what they would be if they had emigrated and were in Canada creating demand for Bristol-made goods. After the address the president stated that several members had asked what reason there could be for a chamber of commerce to discuss emigration!

Assets in the
wrong place.

The great fact of population pressure, therefore, is equally important to Canada and Britain. Hitherto the traditional British willingness has been to unload the eight thousand inferiors and their dependents on 'the colonies.' Our attitude rightly is 'No inferiors need apply.' The time is at hand for a reconsideration of the two states of mind.

Re-consideration
is in order.

For practical purposes it may be understood that the anything-is-good-enough-for-the-colonies attitude is defunct. The Canadian regulations against inefficient and undesirables gave a wholesome shock to the complacent British mind—in some few respects, an excessive shock. They have finally made it clear to Old Country people that they must repair their own social wreckage—which is good. They might have been presented so as to win the enthusiastic co-operation of thousands of the most valuable British people in giving us the best kind of emigration.

Good effect in
regulations.

New point of
view successfully
'tried out.'

A sympathetic, large-minded understanding of the British position by us can be made the most potent ally of the attractiveness of Canada for the kind of British people who have never failed of a welcome to Canada. This point of view has been presented to chambers of commerce, to conferences of members of public bodies, to Imperial Government officers, to representatives of the emigration societies, to newspaper editors, to large audiences of men interested in public questions, to the readers of many leading newspapers, and to a special meeting of the Colonial Institute, with the result that one may speak with some certitude as to what it may be made to mean for immigration to Canada.

Emigrants must
be better
equipped.

The British people, it has been insisted on every possible occasion, must not think of sending their troublesome inferiors to Canada, because, in their own interests, they cannot afford to do it. The people who go to Canada from the British Isles are not mere hewers of wood, looking for bread and ale. They represent their native country among many people who have never seen that country, and who will judge it by them. If the British people desire to stand well with their kindred who are building up new British nations they must be well represented across the seas, and must furnish their emigrants with knowledge about the country they leave, with understanding of their own history, and with an intelligent appreciation of the splendid share in the erection of a new nation which may be theirs.

How to give the
Second Eleven
a chance.

Here is a quality of practical Imperialism that may transform the spirit of British emigration immensely to Canada's advantage. It furnishes a new aspect to the problem of grading up those who have been forced below the line of social prosperity, and who will damage the whole body politic if the canker that is destroying them is not itself destroyed. The one chance of restoring self-respect to the dangerous classes in Britain, is to say to them, 'If you don't work you shan't eat.' It is impossible to say that when there is no work. Where there is excessive population, such as the record of the Bristol Civic League indicates, it is a good work for the community to draw off efficient workers and physically sound adults and children. In Kipling's phrase it gives the Second Eleven a chance.

The prophecy
of Lord Grey.

In no field is there such an intimate identity of interest between Canada and Britain as in this matter of social progress of Britain and the far-sighted populating of Canada. In the transference of scores of thousands of Imperial units every year, lies the possibility of insuring the ties which bind the two peoples together, until the time comes of which Lord Grey

spoke, when, receiving the freedom of the Imperial City he prophesied that the centre of the Empire, the leader of the British nations, will be Canada.

The British movement to Canada has become established as the chief fulfilment of hopes that have been expressed at Imperial Conferences, that British emigration would go to British instead of to foreign countries. Whereas only twenty per cent of it was going to the British countries at the beginning of the century, the proportion is now eighty per cent. That revolution means a shifting of the British mind on the basic question of British unity; and, as it has spread more than a million people of Old Country birth all over Canada, it enormously affects the structure and quality of Canadian immigration propaganda in the British Isles.

A revolution
in British
emigration.

This propaganda which became effective about a dozen years ago was, comparatively speaking, by a foreign country in a foreign country. Canada was unknown. The appeal was almost entirely for the West. Proof had to be adduced that the West could grow anything at all. It was difficult to get the press to take any notice of Canada. The country seemed so remote to the average person, that if any of his friends did venture to its shores they were supposed to have chosen a sort of Siberian exile. All that has been changed.

When Canada
was unknown
in Britain.

Some former resident of every village in the United Kingdom is flourishing in Canada. Wherever the pressure of population is felt, people now turn instinctively to Canada. The Canada movement has become established as a business becomes established—its expansion does not need quite the same kind of advertising that was originally necessary to force it upon public attention. Our immigration propaganda in Britain has an advantage which no business that merely sells goods ever can have—it can give opportunities to render Imperial service to thousands of public-spirited people who only ask to be shewn how to perform it. The present reputation of Canada in Britain, the pressure of population, and the prevalence of public-spirited leaders in every section of the community constitute a unique opening for strengthening Canadian propaganda.

Canada move-
ment is
established.

If any criticism of the Immigration Department is just, it is on account of what seems to be an imperfect appreciation of this immense opportunity. The Department took a shivering dislike of the word 'charity' made a skeleton of it, kept it in a nearby cupboard, with an open door.

Dislike of
'Charity.'

There have grown up about fifty voluntary emigration societies in the United Kingdom. County Councils, Boards of Guardians, and public bodies dealing with unemployment are empowered to spend money on emigration. Every one of these

Fifty emigration
societies.

engines is a direct outcome of the pressure of population, to which I have referred—the pressure which is at the basis of that proportion of Canada's prosperity which is due to British immigration. Every one of these organizations, therefore, represents the impulse, the exploitation of which in some form, has been the very object of all our propaganda.

Canada ignored
conference
of Societies.

Two years ago the Societies met in conference—a remarkable sign of the growth of a pro-emigration sentiment, which, sympathetically directed, must be of great advantage to countries that spend large sums to obtain immigrants. Invitations to the conference sent to certain representatives of the British countries most interested were not accepted. Canada's London representative was absent in Denmark. Even if all the societies concerned were trying to dump undesirables on Canada it would surely have been wise to meet them, in the hope of curbing their misdirected zeal. But when some of them have for years been supplying us with the most desirable people—one society has in thirty years sent us ten thousand medically tested, specially selected, young women—shortsightedness could not have been much more perfectly illustrated. Our attitude was very like that of a bachelor scared of a baby.

A mistaken
aloofness.

Mistakes have been made by emigration organizations—even Governments are said to err occasionally. Discrimination is a virtue even in a Government Department. The Societies expressed a hope that the Governments receiving emigrants would take the lead in suggesting how best their work could be co-ordinated. We did nothing. Here, surely, a capital mistake was made. The work of these societies has been beneficial or harmful to Canada. If beneficial, Canada should be glad indeed to encourage its good, and to co-operate in eliminating its less efficient features. If harmful—our course is plain.

Last word is
with Canada.

The last word as to emigration from the British Isles to Canada is with Canada. Nobody in Britain imagines that any other way is possible. The logical application of the fact has, so far as can be learned, only been cursorily observed on either side of the Atlantic. It will be to the British advantage, and to ours, if we take more interest in the first word about that emigration. For the immigrant is vastly more important than the emigrant.

Canada holds
the key.

The key to the whole problem of Imperial transference is not held by the Old Land, which, if the New Land will not take her surplus, is a flounderer in the matter. When it is understood that the intelligent, expert motive force for the transference of people from the Old Land to the New will most naturally come from the New, the movement will cause a natural co-operation between the two countries, which the Emigration Societies

vainly asked for, and which, the letter of the Rt. Hon. John Burns, given in the appendices to this report, makes available in these words:—

‘I quite agree with you as to the importance of constant and close co-operation between the mother country and Canada in the matter of emigration. As you say, greater knowledge by each party of the needs of the other will help to this end. Imperial co-operation promised.

‘Your proposal that the cases emigrated at the public cost should be followed up with a view to obtaining records as to their progress is well worth considering, and if the proposal is found practicable we should be glad to be furnished with any information that may hereafter be available.

‘You may rest assured that any measures for improving the system of emigration will have our full support and sympathy, and I shall be glad to consider any suggestions that you may be able to make for the purpose.’

CHANGES THAT HAVE OCCURRED.

Reasons for readjustment.

Besides the general reasons for making British emigration systematic, scientific, co-operative, there are three special reasons for taking it up from the Canadian point of view. The first arises from the nature of the propaganda already successfully carried on in Britain. The second has to do with the Australian competition for immigrants. The third is concerned with pending developments in connection with British agriculture.

Britons' prosperity in Canada.

1. *The Canadian propaganda for British immigration.*—Hundreds of thousands of natives of the United Kingdom prosper in Canada as they did not prosper in the Old Country. When the present era was inaugurated Canada had little of this attracting force. The propaganda had to be made on the range, quality and quantity of soil products. Sometimes the appeal was driven by abundance of hot air—a propulsion that will always have to be guarded against.

The best immigration agent.

The truth about Canada is good enough, and the thousands of English, Welsh, Scotch and Irish people who are glad to tell it, may well be afforded opportunities for serving Canada in the next best way to themselves undertaking propaganda in the British localities where they are favourably known. The best immigration agent is the satisfied settler. If from the remotest corner of Canada you make a small purchase from a mail-order house, that house keeps you on its records, follows you up and expects to found a lifelong trade on the original disclosure of your identity. A sound immigrant is infinitely more valuable to Canada than a mail order is to a store.

'Combing' Britain.

Canada's effect on the United Kingdom means more for British unity throughout the world than anything that has come to pass in modern times. The fact points to a stronger immigration hold in which the only two lurking dangers may be avoided. Never before has there been such a general 'combing' of rural Britain for emigrants as that which Canada has performed. It is leading to a growing criticism that we are taking the very people who ought not to be spared from the country. During the final two years of the latest census period, the population of the whole of Scotland declined—the falling off in the country overbalancing the access to the towns.

Agricultural population is small.

The agricultural population of the United Kingdom is already so small, in comparison with the industrial population, that it is freely stated we cannot be permitted to draw off an

increasing proportion of it. The Board of Trade is keeping closer watch on embarkations at the ports than it ever has done. There is force enough in this disposition to direct attention to the sources from which a more abundant supply of immigrants may be obtained, and to the desirability of arriving at a working understanding with the British authorities as to the extent to which rural Britain may be drawn upon for the good of rural Canada—a course that would be in keeping with a resolution passed by the Imperial Conference in 1907, with the support of Sir Wilfrid Laurier.

It may be said that if we are prepared to spend whatever money is necessary to get a special quality of immigration, there is no sense in wasting time over what any country may feel about our action. Britain, it may be said, will never act inimically towards immigration to Canada, as foreign governments have done; and so we can go ahead with whatever program happens to suit Canada.

Shall Britain be disregarded.

Such views overlook the value of permanent British goodwill to us. They forget that most of the incorporated money for Canadian development comes from Britain, partly because of the predisposition of kinship. They ignore the fact that Britain is our best market. They disregard the road to leadership within the British Empire which has been tacitly recognized by statesmen on both sides of the Atlantic, as being happily open to Canada.

British goodwill and money.

The reflex influence of those who have transferred to Canada, has proved to Britain that those who emigrate to Canada must be prepared, without reservation, to become Canadians, and that they will serve themselves best by learning as much as they possibly can about Canada, and the ways of its people before they start on their journey. To that extent the Canadianizing of Britain has proceeded. Not only has the way been cleared for permanentizing (so to speak) the stream of emigration to us; but that stream can, with little cost, be made more efficient, on landing, than it formerly was.

Canadianizing the Old Land.

2. *The Australian bid for British people.*—A few years ago the movement from the United Kingdom to the antipodes was quite negligible. Now it is an exceedingly strong competitor against Canada. The following figures of this emigration speak for themselves:—

Growing Australian success.

1902	4,366
1903.. .. .	3,693
1904.. .. .	5,240
1905.. .. .	7,251
1906.. .. .	9,920
1907.. .. .	13,396

1908..	20,423
1909..	25,202
1910..	32,725
1911..	65,758

Two booking
agents' letters.

The relation of so large a movement to the machinery which has worked well for Canada is indicated in the following letters from two of the best booking agents in England:—

‘I advertise for farmers and farm men for Canada in the best agricultural districts in England where hitherto I have had good results; but this year there appears to be a ‘slump’ in inquiries up to the present date. I may add that I was never in a better position to place experienced men direct with farmers in Canada. I have a large number of letters guaranteeing wages in the prairie provinces of \$30 and \$40 a month with board, and in a large number of cases farmers are prepared to pay \$300 for yearly engagements. I am feeling anxious that I shall not be able to supply the demand.

‘I cannot attribute any special reason for the falling away—possibly the want of means to pay the passages. It will interest you to know that inquiries for Australian emigration have vastly increased in numbers and I have booked a large number of farm men to the various states of the Commonwealth.

‘The reports from Australia are very gratifying, and no doubt the system of assisted passages together with nominated passages accounts for the present congested state of Australian shipping. So acute is this that, with the exception of New South Wales, all the other States have temporarily suspended the assisted passages.

‘I understand that by one line to Queensland all the accommodation is utilized for nominated passages. To my own personal knowledge, these are not confined to farm men and domestics, but extend to other occupations. I hope that some new policy may be formulated that will enable shipping agents like myself to maintain the bookings and send the good class of settler to Canada that we have been doing for the last ten years.’

* * * * *

‘In 1910 I booked 163 people to Canada and 32 to Australia, and New Zealand. Last year I sent 126 to Canada and 88 to other countries.

‘I estimate that no less than 75 persons left this district last year, as nominated emigrants to Australia, some of whom had previously seen me *re* Canada.

‘Emigration to Canada fell off unaccountably after the end of May, whilst to Australia there was a great increase.

‘Although I have worked hard for Canada continuously, I have had few inquiries for some time, almost every applicant preferring to have particulars as to Australia.

‘I believe that the chief reason is one of climate, and, of course, the greatly increased facilities for emigration to Australia.

‘My experience in the last 2 or 3 years has been that the great majority of persons have favoured Australia, if they could get through, assisted or nominated, and I have influenced scores of people to go to Canada.

‘My suggestion is that in all literature relating to Canada, and at lectures, the question of the winter should be specially dealt with,

as I feel certain that, at the present time, the ordinary man in the street thoroughly believes that it is impossible to work in the open at anything in the winter, and that the hardships which have to be faced are very serious.'

The Australian movement has been belittled on the double ground that the Governments within the Commonwealth are giving unheard-of assistance in passage money, and that the absorptive power of Australia is severely limited. There is something in both statements; but the game of minifying the strength of a competitor who has obtained big results, is not worth while. Shipping accommodation is taken up months in advance; and the settlers who went to Australia since the present campaign was begun are calling their friends to join them.

A factor to be reckoned with.

Two experiences of my own indicate the influences that must be reckoned with. In a Gloucestershire village I found that one family which went to Australia seven years ago caused three newly married couples to follow in three years' time, and another family had just left as the result of the story of success told by one of the young couples.

Two personal experiences.

In a northern city, the Canadian agent told me the emigration to Australia amounted to nothing. A few minutes afterwards we found a booking agent attending to a young man and his wife who were enquiring about Australia. Presently he said that the long warm season attracts people to that country. 'After all,' he added, 'you have only a two months' season in Canada, don't you?'

3. *Conditions of British agriculture.*—Agriculture in Britain has benefited by the general rise in prices. Not quite so much is now heard of 'agricultural depression.' That the tendency of legislation is to multiply the small farmer, and to attach to the land the people who till it is demonstrated by the provisions of the Development and Road Improvement Fund Act of 1909; and by the first report of the Development Commission established by the Act. The Development Commission has two and a half million dollars a year available for grants or loans for a variety of undertakings, including agriculture and rural industries, by giving every kind of farm instruction, by organizing co-operation in marketing produce, by the multiplication of small farms, and by any other means. The report enumerates applications for annual grants for agricultural purposes totalling nearly a million dollars.

The effect of Lloyd-Georgian finance.

The new President of the Board of Agriculture, has just made a tour of England, inquiring into conditions (never done, I believe, by any of his predecessors) and has adumbrated a policy of the extension of small farms with the concomitant support of agricultural banks.

Scarcity of
farm labour.

It is frequently asserted in Canada that an abundance of skilled agricultural labour is to be got for the asking in England. It is increasingly difficult to obtain it; otherwise Provincial Governments would not offer to advance part of the fare to experienced men. A Lincolnshire local newspaper of February 23, 1912, contained two hundred advertisements of situations vacant for farm hands! The population of the British Islands engaged in agriculture is only a fraction of the whole, and if every province of Canada expects to get more of it than ever before, and to take none other than experienced farm workers, the event will be disappointing.

Less Irish
emigration.

The decline of emigration from Ireland has been noticeable of recent years, although the increase to Canada has been considerable. The state-aided purchase of land, the building of thousands of cottages for labourers by the government, and the increase in agricultural co-operatives societies, materially affect the ability of the Irishman to stay at home. Ulster is admirable ground for Canada, and with improved shipping arrangements the south and southwest of the island should be more valuable to us. But, in any event, the population of Ireland is only about four millions.

Conditions in
Scotland.

The population of Scotland is about the same. Nothing will prevent a Scotsman leaving Scotland, for he loves it from a distance just as well as he does when he is at home. To make his country more attractive, especially in the North, recent legislation applies public money to the re-creation of deserted lands—on the principle that is being discovered in Eastern Canada. On April 1st, the Small Landholders (Scotland) Act constitutes a Board of Agriculture for Scotland, under which the landholder may borrow money with which to construct buildings and work his land.

Wherever you turn there is a remarkable development of the use of public credit for the encouragement of the individual farmer, whose calling is recognized as being the foundation of the State. Just before I left London the news came that the South African Parliament would vote twenty-five million dollars for land settlement undertakings. In the appendices will be found extracts from an address to the New Brunswick Immigration Congress, by Mr. C. H. McIntyre, dealing with this question.

Four leading
conclusions.

From this discussion of the basic conditions that affect Canadian immigration, four conclusions clearly emerge:—

1. That immigration must be secured and directed for the immediate production of commodities from Canadian natural resources, as distinct from, and more necessary than, its employment for the expenditure of capital brought in from outside.

2. That plans for placing and employing new population in each province should be made and primarily carried out on provincial bases, in sympathetic conjunction with the Dominion; without regard to the likelihood of political accidents.

3. That the Dominion should re-adapt its machinery for obtaining immigrants with a view to securing the utmost degree of permanence in the stream of immigration and the most equal distribution of it, in accordance with the requirements of each province.

4. That it is imperative in view of changed conditions in Canada and Britain, and in order to take the greatest possible advantage of the pro-Canadian sentiment prevailing in the United Kingdom, to give the most expert attention to the conditions which underlie, and ultimately govern emigration from the United Kingdom.

SOME ECONOMIC CONSIDERATIONS.

Urban and rural
balance in
Canada.

1. That immigration must be secured and directed for the immediate production of commodities from Canadian natural resources, as distinct from and more necessary than its employment for the expenditure of capital brought in from outside

One deduction from this is that the position of the industrial and city population of Canada points to a readjustment of the balance as between urban and rural population. The towns are more largely supported than the country upon capital expenditures; they must look for their continuous success to increasing the number of original producers. There is some justification for the rather nervous dread which the trade unionist displays towards the advent of new industrial workers. But that dread will take other than negative shape as soon as the trade unionist, who is disturbed by what he believes to be a dangerous hunger for over-abundant labour on the part of his employer, realizes that as the towns must live by the development of the country, he may help towards populating the areas which demand people, whose needs, in turn, will provide employment for him.

The national
advertising bill.

A second deduction has to do with the finance of immigration. The cost of immigration is the national advertising bill. Wise advertising is an investment, not an expense. Immigration has made it possible to pay interest on public and private investments in the Dominion. Of all claims on the government treasury, it must enjoy a peculiar precedence. For, as it creates revenue, it should be more independent of revenue than certain other classes of expenditure. The total cost of immigration—\$1,028,000 last year—does not amount to a stockbroker's commission on the capital brought in by the immigrants; to say nothing of the money invested on account of their coming. Besides, the Dominion treasury makes a profit on every immigrant from his arrival in the country.

Australia's
heavy outlay.

Australia last year spent the equivalent of fifty cents per head of the existing population to obtain British immigration. The former hostility to emigration by the labour interests has been modified by the logic of events; and there is no outcry against a public expenditure on the service of over thirty dollars per immigrant. They know the immigrant is precious capital.

Department's
burden and
misfortune.

It is characteristic of a certain order of business mind to regard outlay on propaganda as at best a necessary evil to be

cabined and confined. The Immigration Department has been charged with what may be called the general-policy advertising of Canada in Britain; as it has had the misfortune in the Imperial city to have accommodation for those who enquire as to how best they may invest themselves and their money in Canada, inferior to what is available to a delegate in a village when callers seek him at his hotel the morning after his lecture. There are no rooms available in London offices for callers who desire to consult privately about their affairs.

This aspect of the propaganda in Britain is introduced here as a justification for the assumption that henceforth the appropriation for immigration services will be determined solely by the results it is intended to achieve rather than by a desire for economy that is no economy at all.

2. That plans for placing and employing new population in each province should be made and primarily carried out on provincial bases, in sympathetic conjunction with the Dominion; without regard to the likelihood of political accidents. The provincial bases.

The belief entertained in some provinces that Saskatchewan and Alberta have been unnecessarily fortunate in the extent to which the Dominion propaganda has been devoted to them, may not have always taken into account the ownership of the lands in those provinces by the Dominion. When the pending transfer of the lands to the provinces is accomplished, inter-provincial development throughout the Dominion will fall more naturally into a fairly equable relationship—or at least as fair a relationship between provinces so dissimilar in extent and population, as that which determines the payment of Dominion subsidies.

The determination of an immigration policy as between provinces and Dominion, is perhaps a more delicate matter than most other arrangements between different governments, because of the special intricacy of the human factor that must always be dealt with, and because so much of the vital work must be done thousands of miles away from the seat of any of the governments. Railway building, which is really an introduction to immigration, has become a distinctly provincial as well as a distinctly federal concern. It affords a convenient, if incomplete analogy for immigration purposes. The province wants railways, and offers financial inducements to railway builders, who obtain the money in their own way, subject to certain checks and safeguards, and generally backed by a Dominion cash subsidy. Neither operation could be successful without a traffic-creating population that will make the railway pay. Analogy of railway building.

Policy should
fit modern
conditions.

The disadvantage of the advantage of Canada's vastness has been that enormous areas of country tributary to thousands of miles of railway are scantily peopled. That it is to the province's interest to cause its territory to be well populated is obvious, apart from the desirability of avoiding the burden of implementing railway guarantees. Relatively, the cost of provincial administration is greater in a sparse population than in a fairly complete settlement. To assume the ultimate liability for a railway's success, to expend money for roads and other public services, and to leave the actual settlement of great localities to the chances of Dominion immigration, or of the character of those who hold lands speculatively, is a policy that cannot fit modern conditions, and cannot give Canada the best results in the increasing competition for population.

A question of
Dominion
advantage.

Objection has frequently been raised to extensive provincial effort on the ground that if large increases of population in newly-opened territory are obtained, the Federal and not the Provincial Government reaps the benefit in immediate revenue from indirect taxation, whereas the province must spend large sums on new communities that afford little or nothing in the way of direct taxation for many years. This contention really demonstrates the fundamental identity of interest between the Federal and Provincial Governments in the settlement of the provinces; and the unwisdom of permitting costly overlapping and under-efficiency in any branch of immigration and settlement.

Labour situation
in Ontario.

The disadvantage of duplicating the machinery without doubling the service is perhaps most simply illustrated by the farm labour situation in Ontario. The Provincial Government, thinking that the Dominion Immigration Department was not cordially disposed towards the province, erected its own machinery for obtaining farm labour, both in Ontario and in the United Kingdom. Labourers obtained by the provincial organization in Britain were forwarded to Toronto and distributed from there. The advantage of this was its convenience for the somewhat slender organization which Ontario had set up. The disadvantages were twofold. Distribution from Toronto frequently involved a doubling back on the workman's tracks, and consequent additional expense. It also frequently meant that labour intended for the land stayed in the city.

Help sent direct
to farmer.

The Dominion Immigration Department has followed the plan of sending all the labour possible direct to the farmer, the services of a corps of employment agents being utilized in different parts of Ontario. The situation produced a certain conflict, which by a refusal of the Dominion to pay bonuses to

agricultural labour booked to Toronto and Hamilton, re-acted unfavourably on the booking agents, who were also dissatisfied by the slowness of the system of passing some of their claims, and were, therefore, more inclined to favour less exacting competitors for emigration—such as Australia.

As far as the Dominion Treasury is concerned, it is as desirable for an immigrant to go to Ontario as to Alberta—his contribution to the national income will be as good. On any other consideration than some obscure 'political' interest, there is no more ultimate reason for two distinct classes of immigration machinery to serve Ontario Agriculture, than there would be for a man to wear a hat soft in front and hard behind.

No choice for
Dominion
Treasury.

Clearly, the Dominion method would operate with a maximum of result if it were part of a scheme of provincial expansion worked in conjunction with the Dominion.

In essence, the matter of obtaining capital to develop wild or imperfectly cultivated lands is in like case, especially when the province controls the public domain. The Dominion is equally concerned for the greater prosperity of Prince Edward Island as it is for the growth of Saskatchewan. If, on the representation of the province, the Dominion widens hundreds of miles of railway to facilitate the marketing of the produce of an island with a total population of ninety-three thousand, the Dominion may surely co-operate with that same province in securing the people and the capital, which are both essential to the prosperity of the railway which the Dominion carries because it is 'for the general advantage of Canada.'

The securing
of capital.

Inquiry into and comparison of views of Ministers and public-spirited citizens in all the provinces leads to the proposal that in each province there should be an immigration and land settlement organization whose executive head shall be the constant medium of co-operation with the Dominion. Such an organization would be responsible for the following operations:—

Five departments
of provincial
service.

- a. Collecting data intended to attract settlement.
- b. Enlisting the systematic help of public-spirited bodies such as Boards of Trade and Imperial Home Reunion Associations in the placing of people in their own localities.
- c. Working out plans for the settlement of special localities with the aid of capital secured at low rates of interest primarily on the public credit.
- d. Receiving and distributing immigration of all kinds.
- e. Promoting semi-public agencies for the social service of new and sparsely peopled districts.

SCOPE OF PROVINCIAL SERVICES.

a. Collecting data intended to attract settlement.

Abundance of
advertising data.

There is now a multiplication of literature about the provinces without corresponding multiplication of effect. It is issued without the coherence of design or the regularity of output which can only be attained by a co-ordination of original plans. The Dominion issues literature about the provinces, the provinces issue literature about themselves, and the Dominion Department of Agriculture also issues propagandist material. Neither in the Dominion nor in the provinces is the machinery for collecting and spreading knowledge about Canada adequate to the need. In each province the materials are lying around in rare abundance, waiting to be gathered into force with just as much (and no more) ability as is used in bringing out an edition of a daily newspaper.

Opportunity for
Boards of Trade.

b. Enlisting the systematic help of public-spirited bodies such as Boards of Trade and Imperial Home Reunion Associations, in placing people in their own localities.

There is a gulf between the organizations that are interested in the growth of local commerce, and the provincial and national organizations that exist to bring new growing power into every locality. In the West particularly, Boards of Trade, in small as well as large towns, are anxious to attract people. They are handicapped by their comparative inability to accomplish results at long range. They get little or no direct help from the public immigration services.

Impossible task
for delegates.

For example, and speaking broadly, when a delegate has been sent to Britain there has been no effort to turn to the most practical account his knowledge of his own neighbourhood. His knowledge of Britain may be confined to two or three parishes, and his experience of Canada limited to a couple of townships. He has been told to talk to all Britain about all Canada, and little or nothing has been done to make him highly effective for his own district.

Begin propa-
ganda at home.

A provincial immigration service would improve upon these methods. The Board of Trade would secure lists of successful immigrants say in an Alberta locality, and of the people whom they would visit if they went to the Old Land. It would obtain from them letters about the district, such as the local papers they used to read would be glad to print. When the delegate

reached Britain—and his local Board of Trade should choose him—the Dominion machinery would automatically work on the basis furnished by the province, through the Board of Trade, and the small town and district in Alberta would have a special representation in as many different counties as are represented by the Old Country people already located thereabouts. In short, a provincial service would utilize the people of its province as the best means for attracting more people, with as much thoroughness as is devoted to a mail order business, or to the circulation of a dollar-a-year magazine.

The Imperial Home Reunion Associations which are doing excellent work in several provinces are mentioned because they embody a principle that should be applied in the country as well as in the cities. Many workmen are saving money with which to bring their families from Britain to Canada. They find the process a long one, because they have to keep two homes going. This is economically disadvantageous to the place in which they live, for the bulk of their earnings goes abroad, instead of being spent where it is earned, to the advantage of local trade.

Imperial Home
Reunion
Associations.

Business men, therefore, have raised guarantee funds for the purpose of lending to workmen, on a strictly business basis, the money to bring their families out. The plan is working with admirable results. The application of it to smaller places and to the country generally is a fitting subject for action by Provincial Immigration Services.

c. Working out plans for the settlement of special localities with the aid of capital secured primarily on the public credit.

New field for
provincial
finance.

The financing of settlement as a function of government now seems to be inevitable. It contains nothing revolutionary in principle. It would be difficult for those whose railway dividends are founded on government guarantees and subsidies to oppose the application to Canada of a principle that is operating in the United Kingdom, Australia and New Zealand, and is about to be applied to South Africa. It may be objected that it is unfair to afford to present day pioneers facilities that were not available for heroic old-timers. The objection might be good if you refused to give a new district a railway because your grandfather had none when he started his farm. The governing factor in the use of public credit is the object to be achieved, and not the incidental advantage that may alight on an individual here or there.

The object of immigration and land settlement being the increase of population and commerce for the whole country, it is clear that the advantage of any new departure in land settlement must not be confined to people who come from out-

Do not make
Elder Brother of
Native Son.

side. It would be foolish to make an Elder Brother of the Native Son. The fattened calf should not be reserved exclusively for the former inhabitant of a far country. If, in the use of the five million dollars voted by Ontario, it is decided to advance money for prepared farms, holding the land as security till the obligation is wiped out, the offer should be open to, say, a workman in Toronto or Brantford who desires to own a farm. His removal to New Ontario will be just as surely an immigration as the arrival in New Ontario of a man from Ayrshire; for he will have left a gap in Toronto or Brantford for a new immigrant from Ayrshire to fill.

No exclusively
government
scheme.

An exclusively government scheme of land settlement must be under certain disadvantages. The growth of communities is so intensely human an affair than in promoting it a more intimately human note is necessary than can be struck by a purely government department. The effective method must be sought in a combination of public and private enterprise—the substantiality of government partnership, and the warmth and camaraderie of the barn-raising and the quilting bee.

If settlers must come from beyond the seas, if their ultimate market is in the country from whence they came, and if capital is available in that country for the development of settlement, there is every reason to devise means for attaching the immigration to the capital and the capital to the immigration. The farm is greater than the railway station.

Possible guar-
antee of agri-
culture.

If the success of a railway guarantee depends absolutely on the agriculture of the district through which the railway runs, there can be no fundamental reason why capital should not be available for developing the agriculture, with a similar guarantee to what is given the railway; the land, like the railway, being the immediate security for the loans. It would scarcely be popular to contend that the farmer is less trustworthy than the railway director.

Scope for
actuarial lines.

In preparing either for new settlement or for the re-creation of settlement, the time is opportune for estimating and providing for the establishing of living communities as scientifically as the treasury calculates the revenue from the death duties and the expenditure on the suppression of blind pigs. It is as much a public work to create a community in the bush, or to re-create a district that has suffered through agricultural ignorance, as it is to build a dam or subsidize a steamer.

Low interest
for settler.

The guaranteeing of a railway has the initial advantage of securing capital at a low rate of interest. The guaranteeing of settlement will do that for the settler, and much more. It will, by the control and co-operation that will be provided for at the beginning prevent the species of speculation which is

inimical to the country, because it saddles the cultivation of the soil with heavy capital charges which retard the farmer's progress. The farmer will be able to prosper without the burden of excessive cost of his land.

Capital, co-operation and control are the three requirements of scientific land settlement in definite areas—whether in new or old countries. In years gone by attempts have been made to organize local colonies with indifferent results, but with very clear evidences which need not be discussed here, as to the causes of failure. It has been said that the individual immigrant must have capital as a *sine qua non* of his being entrusted with land for which public or private credit has been pledged. That this is a defective idea has been proved by experience already gained in the ready-made farm movement.

The Canadian Pacific Railway has placed ready-made farms in Alberta at the disposal of settlers who would pay \$100 down, and provide themselves with stock and provisions, the company looking for payment only according to the crop returns, spread over several years. The decisive point in the allocation of the farm is the capital of the farmer. The Canadian Pacific Railway stacks up 160 acres of land worth \$3,200, and improvements that have cost \$2,800, against what? Against, say, the \$2,000 the settler brings? Not really. The Canadian Pacific Railway stacks up money and assets to the tune of \$6,000 against the farmer's ability to make good.

Compared with that crucial quantity the difference between the Canadian Pacific Railway financing the enterprise to the extent of \$6,000 and doing it to the extent of \$8,000 is a mere nothing. The Canadian Pacific Railway would do better to obtain a worker who is accustomed to the land, who has a family that expects to work, and put them on the land, letting them work for the farm instead of for weekly wages, and controlling them till they have mastered new conditions, than to put the place at the disposal of a man and his family who have been accustomed to having somebody else to do the hard work for them, and whose possession of capital may hinder rather than help their readiness to become Canadianized.

The place in which to look for the right material to re-create Canadian farms is not only the comfortable farmhouse of Britain, but also the allotment gardens in which toilers compete against one another for prizes at the Cottage Gardeners' Show. These men are thrifty, in love with the soil ambitions and not afraid to work after six o'clock. Their wives and families exhibit in the home the qualities that make them succeed in the garden. I speak with confidence on this having had many years' intimate knowledge of this class of emigrant material. Take a

Capital, co-operation and control.

Example of the C.P.R.

Crucial need is for a family—

concrete example of the work that a provincial immigration and land settlement service might do:—

—Who will earn
the farm.

There are districts in the Maritime Provinces in which land and buildings can be bought at very reasonable prices, and on the inherent profitableness of which Principal Cumming of the Truro Agricultural College would risk his reputation. Let a group of ten, fifteen, twenty farms be selected and regarded as one cohesive proposition, as the Canadian Pacific Railway regarded the Bow River Valley, when it set about converting it from a ranching to a farming locality. Let the farms be bought, either with money borrowed by the province, or by an approved settlement company to which a fixed interest is guaranteed by the province. Let the lands be brought into scientific farming under the control of a board, of which a man of the stamp of Principal Cumming, would be the managing expert, with the condition that each farm would be cultivated by the family that would presently own it, under a system of payments worked out with some of the precision with which premiums are determined, and which makes insurance a scientific triumph over all the myriad chances of disaster in this mortal life. Let the man in immediate charge of the scheme work one of the farms while he directs the rest. Let the marketing of produce be economically arranged for; and you have secured a combination of capital co-operation and control.

Money available.
in Britain.

The money for such a scheme of land settlement is available in Britain, and the people are available too—people who can be controlled. No vast expenditure is required, no imposing scale of transference can wisely be contemplated. Small nuclei of progressive settlement are needed in which local public spirit can find scope for public service—such service as would render it impossible for so eminent a Canadian as Dr. Parkin to say, as he did recently, to a public meeting of the Colonial Institute in London, that there was nobody equal to the farmer of his native province in the art and practice of skinning an immigrant.

Distribution aid
to success.

d. Receiving and distributing immigration of all kinds.

A suggestive commentary on the importance of distribution is furnished by the presence of a representative of the Alberta Government at Montreal to see that Alberta receives its fair share of newcomers who may be supposed to be in danger of being lured to some undesired haven. Distribution is a corollary to the local preparation dealt with under *b*. It is one of the decisive elements in a successful immigration policy. The differences that arose between the Dominion and Ontario, may be recurred to, as they demonstrate, perhaps better

than anything else the wisdom of applying business principles to this vitally constructive Canadian service.

The Dominion appointed agents throughout Ontario to secure employment for people who would be sent to their districts by agents in Britain with whom they were in direct communication. The Ontario Immigration Department itself received applications for help from all over the Province, and preferred to distribute from Toronto, farmers coming to the city to pick out men as best they could.

Province might
adopt Dominion
method.

As a scheme the Dominion plan is the superior. As a working mechanism it evoked the criticism that while one county received several hundred immigrants, others received none at all; and that the whole system is patently a failure. The way to arrive at a well informed judgment is to ascertain how the one county came to receive so many. If the direct contact of a live Ontario agent with emigration forces in Britain obtained for his district a good supply of labour, it is proper to enquire how he did it, and how far his methods might be commended to others. The situation is exactly as though a wholesale house having appointed agents in different counties should, without enquiry, disband its whole agency force because, while one agent was conspicuously successful, the others, being without instructions, did not produce results.

A slight knowledge of the field from which Ontario hopes to obtain most of its labour is enough to prove that the true line of success is in multiplying the direct contacts between the Canadian demand for labour and the source of supply—in the labourer knowing where he is going before he sets out. There is a fairly widespread notion in some quarters that the obtaining and placing of immigrants is as easy and simple as buying and distributing flocks of sheep. The redressing of the balance of population which is Ontario's imperative duty is a complex, delicate and strenuous business, as every person finds out who invades Britain with the most perfect set of preconceived ideas about tapping a peculiar reservoir he has never seen.

Multiply contacts
with source
of supply.

Any provincial immigration service that takes a broad view of its functions will soon discover that one of the surest ways of getting immigration is to deserve it, and that increased attractiveness of rural life is an indispensable ingredient of the restoration of population to districts in which it has dwindled because of the lure of the West. Where single men are needed it will be found that engagements by the year must be encouraged, and where married men with families are desired, good housing of them will be a paying policy. The winter discard does not help the prospects of securing help when help is most needed.

Propaganda
among farmers
required.

In covering the province so as to make its propaganda effective, the Provincial Immigration Service will find many opportunities to expound this ten per cent side of agricultural education. Indeed, much of the most effective propaganda to attract labour from Britain must be carried on among the farmers of Canada.

Wide scope for
child immigra-
tion.

A Provincial Service would find a natural function in the placing of children, which, as the reports of Mr. G. Bogue Smart, the Dominion Inspector of Immigrant Children indicate, is capable of expansion as soon as there is greater co-operation between the sources of supply and the demand. For example, the report for 1911, states that though 2,524 children were immigrated, 21,768 applications were received.

In view of the offer of sympathetic action by the Rt. Hon. John Burns, already alluded to, it is pertinent to notice that the Colonial Institute Standing Committee on Emigration, which was established as the result of the Societies' Conference which Dominion representatives were not permitted to attend, is asking the Local Government Board of which Mr. Burns is the head, to permit Guardians to spend money on the maintenance of children in Canada, so that they may be transferred in their earlier years with a maximum advantage to Canada.

Claims of
pioneer
vanguard.

e. Promoting semi-public agencies for the social service of new and sparsely peopled districts.

The vanguard of the pioneers has never been adequately served or sung. An immigration service must regard it from the severely utilitarian point of view, but good sense and good sentiment are the twin bases of good immigration. One special recognition has been given the dwellers in the more solitary places—their representation in Legislature and Parliament is on a smaller numerical basis than that of urban communities. It is good for those who are nearer the multitudinous ease of civilization to help to redress the balance of deprivation that is cheerfully undertaken by those who go to the remoter frontier. A double portion of the public regard belongs to the men, women and children who hit the long trail. Draw the sharpest teeth of hardship and you greatly facilitate the filling up of vacant spaces with thriving, contented communities. One such aid to immigration provides all the elaboration that is necessary to enforce the connection between social service and the most commercial exploitation of natural resources.

Hope and
tragedy of the
cradle.

'Get people to build up the province' is the unanimous demand. The replenished cradle is the choicest answer to the demand, for it is the sign, symbol and surety of the greatest natural resource of all. Human life is the most valuable where it is the rarest. A birth at the end of the long trail is the sublimest tragedy, the sublimest hope that the nation affords.

The lonely, all but friendless women who go down into the dark valley, and from whom no complaint is heard, bear an appalling risk of loss to the Province and the Dominion, which they ought not to suffer, and which is too often accepted as a matter of course.

There must always be, of course, deprivations on the frontier. But when human life is about to yield its increase, it should have as tender a care as the increase of the field has while it waits for cars. The record in the Family Bible is as superior to the stud book pedigree, as the stars are high above the dust. The pioneer is seldom rich. Expert help is often beyond his means. The tale of lives lost at the most jeopardous period, is formidable as soon as it is gathered together. Probably in conjunction with the Commission for the Conservation of Natural Resources a provincial immigration service would ascertain the exact conditions in a given pioneer area, and take steps to organize practical help against the crises which are apt to inflict loss on the country, and dread of which materially retards the immigration of sensitive women who are not deficient in courage but are merely endowed with saving caution.

A dread which
retards
emigration.

This is pre-eminently a field for the activity of existing women's organizations, and has been touched by some of them. The demand for skilled nursing in cities and well settled areas is very great and is being admirably met. It would probably be found that for pioneer settlements the principal need is for midwives who are not necessarily hospital experts; but who, in addition to practical experience have the intensely human qualities that may destroy the effects of monotonous isolation which accentuates the peril to mother and child.

Trained
midwives
required.

The women's side of immigration has never been sufficiently regarded. If it were fully appreciated and its more poignant difficulties anticipated it would be much easier to attract thousands of the most desirable families to Canada.

A DOMINION IMMIGRATION BOARD.

Machinery not
broken down.

3. That the Dominion readapt its machinery for obtaining immigration with a view to securing the utmost degree of permanence in the stream of immigration and the most equal distribution of it, in accordance with the requirements of each province.

The existing machinery has not broken down. No more than in any other business which operates in several countries can there be perfection in every detail. As Government departments seem to go, the Immigration Department has kept pace with the demand made upon it with general efficiency. Such complaints against its administration that have been heard from time to time most likely have their true origin in rather small 'political' considerations that have been allowed to exercise an undue influence.

Good delegates
are essential.

It should be understood throughout the country that the Immigration Department is the constructive department of Canada's national business; that, in a peculiar degree, its officers carry Canada's reputation in distant countries; and that it is neither a convenient receptacle for ill-equipped volunteers to whom immigration is an after-thought, nor a place of relief for Members of Parliament suffering from the importunity of their friends. Efficiency, and plenty of it, is the principal thing.

Many delegates sent to Britain have done excellently. Some have been square pegs in round holes. For some, experienced booking agents have asked again. For others, agents have expressed a negative preference. With the advent of Australia in the field, it is more and more necessary that the booking agents, who are our effective allies, be supported by the most capable help. Immigration work is no picnic.

Improve best of
existing
methods.

The readaptation of machinery will naturally be found in an extension of the methods which have been proved to be sound and effective. There is no need to destroy in order to strengthen. And first, in relation to the provinces. Nothing that has been said about the wisdom of making the most of the provincial entity diminishes the responsibility of the Dominion for a policy that will benefit the whole country. The admission of people to Canada is as federal a business as the admission of goods. Though the detection and punishment of crime is a provincial concern the turning back of undesirables at the frontier is a Dominion affair.

All the provinces agree, when it comes to finance, that immigration is pre-eminently a Dominion matter. Though, superficially, it might seem to the provinces to be good business to induce the Dominion to make each of them an out-and-out grant for all the immigration services to be performed within the province, such a proposal would scarcely survive five minutes' discussion. If the Dominion is to find the money there must be coherence, not to say supervision, in the spending of it; more especially so, seeing that the Dominion obtains the immigrants, and has, therefore, the responsibility of seeing that faith is kept with them. The natural sequel to a grant to each province to be expended in the province entirely, according to the provincial idea, would be a demand for a grant that would enable each province to obtain its immigration in its own way.

Major responsibility of the Dominion.

It might be argued that as certain provinces are already obtaining immigrants for themselves, they should be financed to extend their operations. You have only to assume that nine separate provinces are appealing for emigrants in the United Kingdom, to see how impossible the situation would become. Which of them could cover the forty-five millions of people adequately? Which would be the first, in its zeal for local success, to succumb to the old temptation to disparage its neighbour? It may be answered that the present arrangement with regard to Ontario, for instance, works very well, and that the same is true of New Brunswick. But though neither province was satisfied with the Dominion, neither province could obtain its present results were it not for the widespread propaganda carried on by the Dominion long before it separately entered the field. To increase the strength of each province in Britain without unifying the administration would increase unnecessary and expensive overlapping.

United Kingdom too large for single province.

It might further be contended that as the Australian states are carrying on their immigration propaganda independently, the Canadian provinces can do the same. Recently there was a conference in Australia with a view to uniting all the immigration under the Commonwealth. As a first step, uniformity in transportation facilities was agreed upon. This occurred although the geographical situation of Australia is without one of the unifying conditions which are very important in Canada. Every Australian state is an ocean-bounded state, and its immigrants come to it without passing through any other state. There must always be Dominion control over the entry of people to Canada from whatever seaboard, and unless you eliminate the Dominion from the British propaganda, and from the landing of the immigrant, the over-shadowing interest in the whole matter of immigration must be the all-Canada rather than the one-province interest.

Unifying example of Australia.

Efficiency,
permanency and
economy.

For efficiency in administration, and a permanent stream of immigration economically secured, you are always driven back upon co-operation between Dominion and Provinces. There is a similarity and a difference between a collection of Governments, and say, a railway with a collection of branches and departments. In each case there is a general advantage to be procured, but while among Governments there can only be executive co-operation, in a railway there is absolute executive control. And as between Governments, there is always potentially the shadow of an election in which a variety of issues may disturb the relations between Dominion and Provinces.

Sentiment
against 'political
control.'

So long as there is as strong an element of haphazard in immigration to the provinces, and so long as the whole business is subject to the minor casualties of political warfare, so long will it be difficult to secure complete co-operation. In the provinces which are nearest to land settlement legislation, there is an overwhelming sentiment against the 'political' control of so delicate an instrument of progress.

Central Immi-
gration Board
proposed.

The end to be reached is, fundamentally, as important as that of the Railway Commission; and may well be reached through a Board constituted with as much care as the Railway Commission is, answerable to Parliament through the Minister, with wide responsibilities thoroughly defined.

Composition of
the Board.

The Board would consist of a chairman, who would be the chief executive officer, the Superintendent of Immigration, the Commissioner of Immigration in charge of the West, a nominee of the Minister of Finance, and a representative of each province, agreeable to the Provincial Government, who would be the principal local executive immigration officer in the province, but paid by the Dominion.

Minister to be
president.

The Minister of the Interior would be the President of the Board, and would preside at such meetings as he found it convenient to attend. The Board would decide the general lines of policy, subject to confirmation by the Minister or Order-in-Council, and its participation in each provincial work would be delegated to a Committee, consisting of the Chairman, the Superintendent of Immigration, and the provincial member; which would act with such provincial body as might be constituted. Each province would make its own local machinery, constructed on a general plan for all the provinces, for handling land settlement, the distribution of labour and other matters, with reports through a Minister to the Governor in Council, as well as to the Dominion Board.

Executive
devolution.

The Board would deal with all the matters now covered by the Immigration Department, agencies on this continent reporting direct to the Superintendent of Immigration and agencies in

Europe reporting to the principal executive officer in the United Kingdom, he acting under the general direction of the Chairman of the Board.

There can be no compulsion in a co-operative scheme, and therefore, its success, while it may be conditioned by its financial provisions, will depend on the ability with which it is conducted. So far as public expense is necessary, the Dominion would naturally bear the cost of obtaining and delivering the immigrant to the province—that cost to include the literature prepared for the province. The immigrant has a certain economic value—a capital value, which may be expressed in dollars and which takes into account the expectation of his wealth producing and progenitive power; and an immediate economic value, to the Dominion and to the Province, unless he is incapable, or has evaded the regulations.

Economic worth of the immigrant.

At the beginning, his worth to the Dominion may be greater than his revenue-value to the province—governmentally considered. The Dominion having spent, say five dollars on getting him to his abode, will, at the end of the year, be in pocket on the transaction, because his contribution to the treasury, through indirect taxation, will more than offset the expense; whereas the province by building a road to that abode, by supplying a school, or by other services, may for some time be a loser. In such cases, the Dominion can surely afford to regard the immigrant it has procured, as it regards a National Transcontinental Railway, or as a bank regards a branch established in a new district—not as an immediate source of profit but as an investment.

A profit to the Dominion at once.

The Dominion says to the operating beneficiary of the National Transcontinental Railway—‘Here is an embryo asset. To help you make it into a paying proposition you shall have it rent free for seven years, because it will presently be to the general advantage of Canada.’ The head office of the bank makes a similar announcement to the manager who opens a branch.

Comparison in aids.

It will be economically as sound for the Dominion to say to the province ‘Here is a citizen for incorporation into the body politic. He will ultimately enrich both our treasuries. His immediate net value to the Dominion treasury is seven dollars a year. We will hand you a share of that for two years, as an acknowledgment of your services, in connection with him, which are to our mutual advantage.’

The economic value of a sound immigrant has only been roughly estimated. He is as fit a subject for actuarial knowledge as a candidate for life insurance. The exact amount per immigrant to be allocated for immigration service within the province could only be ascertained by careful analysis. In this place the soundness of the principle, and its applicability

Likeness to life insurance.

are what count, and a brief reference to one matter in which it will operate will sufficiently justify its introduction here.

Grants to
Salvation Army.

It has been the practice of the Dominion to make grants to organizations that handle immigration and of the provinces to act similarly. The Salvation Army is the most conspicuous organization which has been aided, each government taking its own course in determining the amount and application of its grant. It is not the duty of this report to determine the wisdom of any grant to the Salvation Army, or to intimate to what extent the feeling (which undoubtedly prevails among booking agents in the United Kingdom) is justifiable—that government aid to the Salvation Army constitutes, in effect (whatever it may be in intention), a discrimination in favour of the Army, which, it is claimed, is in the emigration business exactly as others are.

May render
unique service.

The Army, I understand, expends within the province, the whole of the money it receives from a province, and uses the money it receives from the Dominion in the United Kingdom for emigration publicity in its newspapers. The Army is able to render unique service to its clients; but when the economic quality of the immigrant is considered from the public treasury point of view, the appraisement must take careful note of what the services are—a proposition which applies, of course, to every form of aid to philanthropic or semi-philanthropic organizations whether they are now helped by the Dominion only, by a province or provinces only, or by Dominion and provinces.

Working agree-
ment not really
difficult.

The precise way in which friction between Dominion and provincial interests may be avoided is a matter of detail determinable at a round table. The difficulty of arriving at a working agreement is more apparent than real. When one province sees its way to co-operation, the adhesion of the others should be a comparatively simple process, for an offer on these lines by the Dominion will be far ahead of anything that has been done hitherto, and the Central Board having much wider experience than any single province will become expert in counsel and assistance, and an authority of special weight.

Caution in land
settlement
finance.

The nomination of a member of the Board by the Minister of Finance is proposed because, with the increase in land settlement schemes, the endorsement of financial authority will be valuable. Caution is necessary. The provinces may prefer to retain full responsibility for any backing of schemes. For the present, at all events, it would seem to be better to leave out of account the probability of the Dominion joining in any guarantee that is concerned with lands that are subject to provincial authority, though the precedent that Dominion and Province

have obligated their credit for the same railways may be borne in mind.

In connection with immigration plans involving the sale of land to settlers for actual cultivation, it may be well to repeat that it is necessary to prevent the speculative element, and that it will be to the interest of Canada for the Government to give to schemes that may be promoted by private individuals in strict accordance with its own policy, such sanction as will keep the unscrupulous speculator out of the British market.

Restraining
effect of govern-
ment sanction.

The reasons for placing the European work under the immediate direction of the Chairman of the Board are given later.

WIDER BRITISH PROPAGANDA.

Departmental
machinery in
Britain.

4. That it is imperative, in view of changed conditions in Canada and Britain, and in order to make the greatest possible use of the pro-Canadian sentiment prevailing in the United Kingdom, to give the most expert attention to the conditions which underlie, and ultimately govern emigration from the United Kingdom to Canada.

The British Isles will be considered here, not as the countries from which mannerisms are derived, but as the main source of the human stock and the indispensable cash, which have been combined in the upbuilding of Canada. The Department maintains a head office in London, and branch offices in Exeter, Birmingham, Liverpool and York in England; at Glasgow, and Aberdeen in Scotland; and Dublin and Belfast in Ireland; all under the charge of Mr. J. Obed Smith, Assistant Superintendent of Immigration. I visited each of the offices and studied the conditions surrounding the British propaganda, meeting transportation companies' officials and booking agents, and conferring with all kinds of persons interested in emigration.

Imperial
authorities
consulted.

I had several conferences with the Rt. Hon. John Burns, President of the Local Government Board, who dealt with emigration for the Imperial Government at the Imperial Conference last year, and am indebted to him for the letter which is the first appendix of this report. I also saw Lord Pentland, then Secretary for Scotland, in connection with certain representations that had been made to me regarding the alleged depopulation of that country. I saw besides the emigration officers of the Colonial Office, and officials of the Board of Trade concerned with ascertaining the localities whence emigration takes place, and the ultimate destinations of the people. The Emigrants' Information Office, a department of the Colonial Office is doing valuable, impartial work; which under the direction of Mr. Malcolm Jones has much increased of late years.

In London I had the advantage of the advice and help of Lord Strathcona, to whom my warmest thanks are due. The representatives of the Provincial Governments were also most cordial and kind.

Five main lines
of propaganda.

Any improvements in the customary work of the Department which seem desirable are such as are incidental to the working of any large enterprise that has not expanded quite

as rapidly as the conditions would fully justify. Questions of administrative detail have not been allowed to overburden this report. They will fall into their natural place if its general conclusions are worked into the general operation of the Department.

Propaganda in the United Kingdom has been conducted along five main lines.

- a. The distribution of special literature.
- b. The delivery of lectures.
- c. Newspaper advertising and publicity.
- d. Displays of Canadian products.
- e. Transportation Companies.

The work of British emigration organizations is not included with the Canadian propaganda, because, as has been shown, the attitude of the Department has not been promotive of this kind of help. This matter will have its place in the scheme of re-organization to which this section of the report leads.

a. Distribution of literature.

Nothing is easier to criticise than advertising matter. Nothing is more difficult to write, for in nothing that issues from the press is there such urgency for the combination of subtlety and strength. That is true of the sale of floor polish, or hair dye, concerning which millions of dollars are spent, and innumerable conventions held on this continent. Where the object sought by advertising is first the removal of human families, and secondly, their contented absorption into a new commercial, social and political existence, the psychology of advertising is immensely more important. One who has been writing for twenty years with the object of influencing the actions of his constituency must have a deep respect for every other man's work, conscientiously performed, in the same field, because he knows how fine and how fateful is the line which may divide commonplace from very effective work.

Difficulty of
striking best
note.

The need for the ablest literature in the Government service is deepened by the fact that of recent years many British writers have published their knowledge and ideas about the Dominion. The Government literature can be made to strike a more intimate, more patriotic note than it is doing now. It should be written neither by a Canadian who has not lived in Britain, nor by a Britisher who, though he may be a first-class adviser and informant about Canada, is not married to the country, has not lived in and for her, and has given no pledge of his intention to leave his progeny and his name within her borders. The literature that the object deserves will be written by men and women who have been through the experiences they invite others to face.

Writers should
go through the
mill.

Propaganda
value of the
child.

As in dealing with other aspects of immigration which lend themselves to copious treatment, it will be best to discuss one phase of this matter, because the soundness or otherwise of the general principle is illustrated by it—the propaganda value of the child, few effective signs of which are in the literature one has perused. Two axiomatic propositions are identified with it:—Families are more valuable to us than individual units; and thousands of family men would come to Canada if their wives were willing to make the Great Adventure. A little child might lead them.

Heartstrings
as well as
binder twine.

Search the literature, scrutinize the lantern slides, inspect the offices, and you will see that we have omitted to display morsels of the truth about Canada that would cause a father to say to his children, 'Read what I have brought you about how children in Canada enjoy themselves.'

Not long ago an Englishman asked his schoolgirl children if they would like to go back to England. 'No,' they replied emphatically, 'No.'

'Why not?' he asked.

The first reason was sharp and decisive:—'Because we couldn't have our sleighs there.'

We have placed atlases within the reach of British children; but what is the compelling power of an atlas compared with that of a sleighing story, a chipmunk hunt, or a gopher-noose? Father might not be able to persuade mother to go to Canada, but the children?—why, mothers live for the children. People can be pulled to Canada by their heartstrings as well as by binder twine.

Wide range of
platform work.

b. The delivery of lectures.

The Department has permanent lecturers of its own, and is aided each winter by delegates from Canada. Up to the middle of February, 416 lectures had been given by the Department during the current season. In summer the Department uses its own motor cars for exhibition lectures in the country, and also employs horse vehicles. A feature of the agents' summer work is attendance at agricultural shows and fairs.

Immigrants to
obtain emigrants.

The late Minister of the Interior made a rule that delegates should be Emigrants Returned. The advantages of this rule are obvious, though it need not be of Medean rigidity. Men should not be sent who are fitted neither by nature nor practice for the special work they are asked to do. If it is intended to put a new article on the market, salesmen are carefully selected and carefully trained. To win new citizens untrained men are sent forth as apostles. This is not fair to them. That we have had good fortune with many is no justification for inappropriate selections.

The lecture is first class propaganda, always assuming, of course, that it is well managed. The lantern is the inevitable aid. The follow-up is the necessary sequel, for which local co-operation is essential. It has hitherto been largely furnished by booking agents after the lecturer has gone to his next date. There is room for improvement here.

c. Newspaper advertising and publicity.

Canada out-
newsed the
Gospel.

Advertising is matter published in purchased space. Publicity is magnetised news, the value of which, to the newspaper, is in the news, and to Canada in the magnet. A few years ago it was as difficult to get anything in an English paper about Canada as it was to get the editor to regard a religious revival as news. Canada has now out-newsed the gospel. Every British newspaper of discernment knows that so many of its readers have friends in Canada that news and interesting matter about Canada is just as valuable as local news—which is one reason for applying the mail order principle to the immigration that is already accomplished in Canadian valleys and on Canadian plains.

d. Displays of Canadian Products.

For more and
better displays.

Every one of the Department's office windows has a display of grains, fruits, and other home products. At exhibitions, and on such occasions as imperial processions, Canada puts up special exhibits, sometimes costing many thousands of dollars. Exhibitions are a special branch of the Department of Agriculture, and no suggestions are offered here as to how far its results can be expressed in immigration figures. It would appear that if a display of products in Edinburgh benefits agriculture in Canada, it can only be by stimulating immigration. The products available for the immigration offices should be variegated and more abundantly supplied and their advertising value increased by more letter-press display in the windows.

e. Transportation Companies.

Companies
work wisely.

The relations between the Department and the railway and steamship companies is necessarily sympathetic. The companies carry on their own lecturing propaganda, and generally have exhibits where the Government does. The risks of overlapping are minimized by friendly co-operation with the Government. The companies take broad views as to the quality of their propaganda. They are keen rivals of one another, but their work, having the elements of permanence about it, is generally conditioned by the restraint which takes heed of the business of next year, and of three, five years hence.

Intimate with
booking agents.

As they directly employ the booking agents all over the country, and carry all the emigration, their touch with conditions is, in some respects, more intimate than that of the Government. Conferences with their representatives have been of great value to me, and if one may say so, their service to Canada is none the less grateful because it is nourished on their own commercial advantage.

Bonus necessary
to success.

The inter-relation of the Government agencies and the transportation companies, which makes it more than desirable to plan sympathetic lecture campaigns long before the beginning of each lecture season, has its strongest exemplification, perhaps, in the bonus system. The agents are controlled by the companies, which grant licenses to sell tickets according to their own views. But for men going to work on farms and for domestic servants, the agent is paid a bonus of one pound each by the Government—which sometimes makes his commission from the transportation company the secondary consideration. Persons who advocate the abolition of the bonus must be imperfectly acquainted with the facts. There may be a case for decreasing the number of agents, but there can be no reason for eliminating the bonus until it is unnecessary to carry on any propaganda at all, or until Australia abolishes it.

Companies'
interest in reput-
able agents.

A bonus may become an aid to unscrupulousness, but so may every good gift. The transportation companies are responsible for returning undesirable people to the place whence they came. Their interest is to have only reputable agents, and there is no decisive reason against the bonus, which is payment for propaganda by results. Of course, it must be checked and safeguarded, but it must be handled with proper regard for what it does in Britain, as well as for its effect on the preconceptions of those who know it chiefly at long range.

A letter on the subject from Mr. F. W. Freir, the Secretary of the British Passenger Agents' Association, is included among the appendices to this report.

* * * * *

Deeper causes
for emigration.

All this excellent propaganda has apparently contemplated only cursorily the deeper British causes which have helped its success. It has gone into the market place and cried aloud. Whosoever would might come. But the appeal was, and is intended to be, effective chiefly as incidental to the passing condition of the individual. If it can be based also upon a permanent need of the community, its drawing power will immensely increase, and the largest step forward in Canadian immigration, and in Canadian influences upon the Empire will have been secured.

It may sound paradoxical, but it is true, that the people we should chiefly interest in emigration to Canada are those who are not likely to emigrate—the people who are consulted by persons contemplating changes in life, and who therefore may become permanent contributors to the peopling of the Dominion.

When a lecture is to be given in a parish the clergyman is almost invariably asked to take the chair. The Government desires it, the booking agent desires it, because the public believe that the clergyman will be identified with nothing but a reputable affair. Experienced persons agree that if the total expenses of a lecture were twenty-five dollars, it would be worth at least five if the vicar or rector would preside. If that is the estimated value of a solitary cast from the ministerial rod, and if the clergyman can be made the standing friend of Canada in the community, constantly replenished with living news from the Dominion, anything that such a service costs will be wisely invested. This applies equally to all ministers.

The clergyman is only one of the permanent influences that are waiting to be hitched to the Canadian star. In every county the pressure of population is working for us. The county furnishes a satisfactory basis for discussing this situation for three special reasons: (1) it is an administrative unit which has a statutory authority to conduct emigration in conjunction with Governments in Canada; (2) it has a patriotism of its own which is already expressing itself in social organizations in Canada; (3) it has already been utilized as a basis for voluntary public-spirited work in aid of emigration.

1. The county is an administrative unit which has a statutory authority to conduct emigration in conjunction with Governments in Canada.

Special value of the clergy.

The county as a help to Canada.

County Councils have power to emigrate.

The County Councils, in their present form, are only twenty-three years old; but the separate identity of counties goes back to the Heptarchy, so that there is always available a historical pride, that is evoked from time to time. The County Councils, of which there are sixty in England and Wales, may vote money within a prescribed limit, for the emigration of county people, and may do it in conjunction with Governments in the Empire, which are willing to join with them financially.

Though this provision has been a dead letter hitherto, the fact that it is in the Act of Parliament is proof of the instinctive knowledge of Parliament that the pressure of population in Britain would certainly compel, at some time, a scientific emigration, and that the Governments of the British countries receiving emigrants would have something to say as to how the movement should proceed.

County patriotism extends to Canada.

2. The county has a patriotism of its own, which is expressing itself in social organizations in Canada.

Of such societies the Devonian of Toronto and the Yorkshire of Winnipeg may be mentioned. They have come into existence through local exigencies. They serve excellent purposes. They are capable of becoming effective engines for Canadian immigration, and all-Canadian patriotism. If they are good in the cities, they can be made of special value to the people scattered throughout Canada who are eligible to join them. Such societies will not become segregative agencies, if their activities are widespread. Their honorary officers are mostly in the Old Country counties—sure indication that many other people in the original counties can be brought into organized contact with Canada, if some organizing brain that knows how, can be set to work.

Sir Roper Lethbridge's ten thousand.

Once more an illustration. Sir Roper Lethbridge, a veteran Anglo-Indian, who has toiled heavily and long for British unity, a dozen years ago got into contact with ten thousand fellow Devonians in North America. He had no advantage of emigration or immigration in view. He had the vision of a county, national and imperial patriotism. He represents an enormous available force for Canadian emigration.

The Sussex Association.

3. The county is already being utilized as a basis for voluntary public-spirited work in aid of emigration.

Unless a bugaboo of 'charity' is to govern our minds, we will not be slow to appropriate the advantages of this development in British life. The illustration is from Sussex. Except in its watering places—Brighton, Hastings, Eastbourne—Sussex is an agricultural county. The Sussex Colonization Association, which includes among its subscribers and workers the leading people in the county, a proportion of whom have invested money in Canada, is one of the class of organizations which it was not thought advisable to meet in friendly conference. Scarcely anybody would say that the policy of indifference, or of cold acquiescence towards an organization which helps people whom Canada is admittedly glad to have, is the ideal policy, when it is stated the society holds great meetings in furtherance of emigration to Queensland and other Australian States.

Result of Gloucester county conference.

Several thousands of Sussex people are flourishing in Canada. They may wisely be encouraged to bring thousands more. Whose interest is it to facilitate that work by facilitating the work of the county organizations in England, if it be not the interest of Canada? To test the possibility of breaking unfamiliar ground of this kind, I ventured to make a demand upon the interest in Canada of Mr. J. H. Jones of Gloucester, who was

in Canada two years ago; and has ever since been an active friend of the Dominion. Mr. Jones very kindly arranged a conference with representative Gloucestershire people over which the Chairman of the County Council presided, the Shire Hall having been lent for the purpose. After a cordial discussion, the nature of which may be gathered from the scope and tenor of this report, the following resolution was unanimously passed:—

That this meeting recognizing the vast importance of emigration to our overseas dominions in preference to foreign countries, is glad to learn that the Canadian Government will welcome closer co-operation between the old country and the Dominion in order to place emigration on a scientific basis with a view to securing the maximum advantage to emigrants themselves, and to the strengthening and consolidation of the British Empire.

It is only a step from the voluntary County Colonization Society to the use of the authority to deal with emigration through the County Council funds—a long step perhaps. It may not be so remote as it seems, when a leading function of the County Councils is remembered—they are the education authorities, and in that way have a vital relationship to emigration which has so far been little appreciated—indeed, it may be doubted if it has been put into words until recently.

Significant
educational
powers.

Schools exist for the purpose of fitting children to discharge the duties of men and women. Public education in Britain has expanded enormously since it was systematized forty years ago. In many village schools there is practical domestic science for girls, and manual craftsmanship for boys. In the public elementary schools of the United Kingdom there are places for twelve million children, a fact, the relation of which to the authoritative estimate that British countries may obtain 400,000 people from Britain yearly for the next twenty years is of the greatest importance.

School accom-
modation for
twelve millions.

Assume that 70,000 of those people will go to foreign countries, in spite of all that may be done against it. Of the 330,000 remaining, assume that 80,000 will be of, or under, school age—it is a high estimate. There are left 250,000 persons of both sexes, going to British countries, all of whom will have passed through school. Put the school life of British children at the low average of seven years, and there are a million and three-quarters of English, Welsh, Irish and Scotch children going to school to-day who will, in due course, be transferred to British countries. Of that million and three quarters, Canada at the lowest computation should receive a million.

A million
children for
Canada.

Potentially, those children are as much Canadian citizens as if they were going to school in Nova Scotia or British Columbia. If Canadian influence can project so far, it is as important to exercise it in the school they are attending to-day

as it would be if they were transferred to Nova Scotia or British Columbia to-morrow.

The locus of
Canada and
Spain.

That idea, naturally, has not permeated the County Council Education Committees, and kindred authorities in Britain. At first sight they might suppose that Canada cannot possibly have a locus in any of their affairs. But a road to the dissipation of that view is clear. Canada has at least the locus that Spain has; for Spain is in the history and geography books the children read. It is there because it is desirable that the child shall know about the Armada, Wellington's campaigns and the location of Madrid. If it is desirable for the young British citizen to know about Spain which he will not see; how much more desirable is it that he should know about Canada, which he will see, in which he will beget children, and of which he will become a citizen?

If they were
carpenters?

If the school committees of Britain could know that a million and three-quarters of their scholars would become carpenters they would spend money with wise liberality to cause the children to think in chisels, joists and lintels. If they could sort out a million and three-quarters who, in future years, will markedly affect the judgment about Britain of millions of British citizens who have never seen the British Islands, they would assuredly tune their education for such a future.

A notable
Imperial service.

But can the future emigrants be selected? There is no need to select them. Those who go will incorporate into a body politic which is not foreign to that in which their friends remain. It is even more important for the people who stay in the Old Land to know about the New Lands than it is for those in the New Lands to know about the Old Land. They cannot otherwise be modern, they cannot do their part towards maintaining British unity. Readjust your education so that it serves the million and three-quarters of migrating young people, and you will make it also infinitely more valuable to those who stay where they were born. They will become Britishers and not merely British Islanders.

Views of school
committees.

Given that simple, vital admission, and a train of actions, all propagandist for Canada, follows. Though Canada has no more statutory locus in the British School Committee than the Imperial Conference has in the Imperial Parliament, she may have everything but formality—which is more valuable. Every School Committee in Britain, if the matter were put to it as it has been put here, would say to Canada, 'Will you tell us what the children ought to know about Canada? Come and tell it yourself.'

Schoolmaster a
unifying force.

Establish that relation, and the schoolmaster becomes automatically the ally of Canada, especially if Canada shows an

appreciation of the alliance. To him the teaching of British children becomes the spreading abroad of his personal influence even to the farthest-flung confines of the Empire. Secure the run of the school from the committee, and win the enthusiasm of the schoolmaster, and Britain can become in a very practical sense a possession of Canada. The Department has declined to entertain the idea of spending money for regularly keeping Canada in live touch with the head school teachers in Britain.

The trail to this broad, deep, effective propaganda has been broken. Thousands of atlases of Canada have been distributed to school children, through their teachers, and thousands of maps of Canada are on school walls. Some schoolmasters and mistresses have become enthused as they have understood the meaning of the pressure of population that will help Canada to fulfil Lord Grey's prophecy. The Assistant Superintendent of Emigration has made proposals to the Department for furthering the work among the children.

Some teachers
have begun.

What is true of elementary schools in the mass, is true also of what are more commonly known in Britain as public schools—the schools that are not really public because they are open only to those who can pay heavy fees, and are the cultural expression of the class distinctions which are so persistent a bequest of the Past to the Present. There is a Public Schools Emigration League. From private boarding schools there are requests for advice as to how opportunities for careers may be seized in Canada, for boys of capacity and education who are not handicapped by an inheritance of coin.

Public Schools
Emigration
League.

A policy of touching public education in Britain on these lines is one sure way of securing that permanence in the stream of emigration to Canada which I was commissioned to devise. It has the merit of being immediately productive—otherwise the distribution of atlases would not have been maintained by the Department. It has the additional merit of being complementary to other public efforts that are being made to relieve the pressure of population in which Canada may have more to say than the final decision as to who shall emigrate and why.

A sure road to
permanence.

After the foregoing was written an unlooked for evidence of the potential strength of the appeal to the British public mind that this report proposes came from the Imperial Parliament. The point that has been made about the number of children in British schools who are destined to emigrate, was first ventilated in the 'Times.' A few days after, on February 20, Mr. Haddock, in the House of Commons, asked the Colonial Secretary 'Whether, in view of Mr. Hawkes' statement that something like one and a half million of the children in the schools of this country at this moment are destined to

Question in the
House of
Commons.

find homes beyond the seas in the Dominions of the British Empire, His Majesty's Government can see their way to adopt the proposals of the Canadian Commissioner, so as to inculcate a knowledge of the geography, history, economic industrial conditions of the Overseas Dominion, and the whole Empire in the primary and other schools of this country.'

THE PRESSURE OF POPULATION.

The Distress Committee is the English national confession of over-population. It affords a convenient text for an exposition of the cognate branches of a most important subject. The name is repellent, but when its significance is known there is no more ground for alarm, than there is for unmarried gentlemen to be afraid of children. The British people for hundreds of years seem to have interpreted the saying—'The poor ye have always with you,' as a command, rather than as a statement of a rectifiable condition. So much was this a national habit of mind that, even now, some people think it is good business to have crowds of half starved men available for rushes of casual work.

Example of
Distress Com-
mittees.

The notion is vanishing; but with charities in every town that are centuries old, and the perpetuation of the 'charitable public' which is often thoughtlessly expected to atone in doles for what it may lack in duty, there is a tendency to adopt names that irritate in less ancient countries. Distress Committees have been established in a hundred and thirty centres, to defeat unemployment. They might have been called Employment Committees. There is a good deal in a name, and when these committees were set up by Act of Parliament and were given power to deal with emigration, it is not recorded that anybody thought it worth while to ask for suggestions from 'colonial' people, who might veto such emigration if they chose. If the request had been made it might have been answered indifferently.

Should have
been called
'Employment
Committees.'

The Distress Committee differs from the Board of Guardians which cannot relieve temporary distress without attaching a stigma of pauperism to the recipient. The Committee is a statutory body, chosen by different public authorities from among their own members, and from unofficial persons. It draws upon public funds within a strictly limited amount, and from private generosity, in order to furnish work, mainly on local improvements, and by such other means as emigration, to remedy the lack of employment which at different times afflicts the city, town or district. In London there is a Central Unemployed Body for the whole metropolis, which has spent much money in providing work, and has of recent years emigrated several thousands of people to Australia.

Using public and
private funds.

Unemployment
may be
honourable.

The first requisite for a fair appreciation of the relation of Canada to Distress Committees is a full acceptance of the fact that unemployment—even when it may be all but chronic—is by no means a sure sign of a man's inefficiency or moral turpitude; and also of the further fact that persons of standing who have associated themselves with the emigration of unemployed persons to Canada are not so foolish as to desire to damage their own reputation by seeking to dump unemployable individuals on us. It would not be wise to treat them as aliens.

Comprehensive
example of
Norwich.

Norwich supplies the guiding example of a Distress Committee, on account of the basic economic condition of the city, and of the way in which the Committee has done its work. Norwich is the capital of the County of Norfolk, in East Anglia, and has a population of 120,000. It is a greater distance from a city of its own size than any other place of equal population in England. It is an ancient cathedral city and is the centre for a wider agricultural district than any other English town. It contains several large industries including the works of J. & J. Colman, Ltd. (who do a world-wide trade in mustard, starch and kindred products), several boot and shoe factories and extensive tanneries. It is, therefore, to a large extent, a microcosm of the general situation of the country with regard to pressure of population.

Inconclusive five
thousand dollars
a week.

People move to Norwich from the surrounding country—the inevitable tendency. But the city's industries do not, and cannot expand as fast as the natural increase of its own population. So the city is beset by two pressures, and is only partially equipped to cope with either. I was informed that to meet all the conditions arising from poverty, five thousand dollars a week is spent—half from private and half from public funds—a method that is about as efficacious as placing flypaper in a pantry when there is a garbage barrel outside and no screen on door or window.

Slower ratio of
industrial
growth.

The industrial situation is well exemplified by the Colman factories which employ three thousand workers of both sexes. The business was moved to Norwich from the country about 1860. It grew rapidly, and is growing still. But the ratio of growth could not be maintained, for other people found out all about mustard and starch, and other countries did not believe that England was, and would, of natural right, continue to be, the manufacturer for the world. Besides, the Colman business is such that it takes more boys and girls into it than it can carry when they are adults—a phase of the pressure of population in many branches of British industry that has excellent possibilities for Canada.

Last year the Norwich Distress Committee sent 215 people to Canada; every man direct to employment on the land in Ontario. It may be repeated that this immigration is either advantageous or harmful to Canada. If all the Norwich District Committee emigrants could be brought together in Canada, after some years' experience, they would make a community by which to judge not only of their present advantage, but of their future value, to Canada.

Sent 215 to
Canada last year.

The Norwich Distress Committee has emigrated more people to Canada than any other Distress Committee, because there was a man in the city with the right idea about rendering a public service through emigration, who has been backed up by public spirited men and women. It is a privilege to be allowed to pay a tribute to the work of Mr. J. W. Clarke, the Chairman of the Committee. Mr. Clark is a city missionary, in Norwich. Twenty-three years ago he helped to Canada a fortuneless young fellow who is now a prosperous farmer in Saskatchewan. He has been helping people to Canada ever since. When the establishment of the Distress Committee in Norwich made rate-aided emigration to Canada a possibility, advantage was taken of the opportunity. The work of the Committee has been so well done, its emigrants have so evidently justified its wisdom that it has obtained yearly grants up to ten thousand dollars from the Local Government Board for passages to Canada.

The record of
Chairman
Clarke.

The Chairman is too old a social worker to allow his heart to run away with his head. His selective process is thorough, for he has staked his reputation upon its results in Canada. Even before he came to Canada, some years ago, to visit his sons near Humbolt, in Saskatchewan, he had projected himself sufficiently into the Canadian atmosphere to know the worth of preparation for a changed habit of life.

Thorough selec-
tive process.

Many of the Norwich emigrants came to the city from the country. Others have had no experience of agriculture, except in the allotment gardens that are numerous in the outskirts of the city. For the greenhorns two courses of instruction are prescribed. The city sewage farm keeps a hundred cows, and candidates for Canada are sent there to learn to milk and take care of kine. The city also uses a hundred horses, and at night candidates for Canada are in the stables learning to handle horses. Emigration influence of his quality is not confined to those who cannot travel without help. It attracts others; it spreads into the surrounding country. It has a special propaganda value of its own.

Teaching the
town-bred.

For example: The Colman Company, which puts high views about its duty to its employees into practice by providing

Two batches
from the
Colman Works.

recreation for the young and pensions for the aged, was puzzled to know what to do for a batch of young fellows and a bevy of girls who were being pressed out of employment. They did not feel free to turn them adrift; and translated their sense of obligation into outfits and tickets for Canada. For all of them places were found in Canada by Mr. Clarke, through the Dominion employment agents, independently of the Distress Committee.

Three results
worth following.

In Norwich, then, the pressure of population has produced three results, that are worthy of emulation: (1) it has furnished Canada with emigrants of approved value; (2) it has developed a special method of preparation for Canadian life; (3) it has provided an example to employers of how to relieve congestion in a way that may promote their own commerce. It follows that it is to Canada's interest to make the most of those three facts, instead of confining her notice of them to an inspection of the emigrants when they are preparing for embarkation.

Opening for
propaganda
within
propaganda.

Clearly, also, here is an opening for propaganda within propaganda. It is not the business of the Norwich Distress Committee to induce its chairman to spread abroad the knowledge of its special pro-Canadian efficiency. It is not the business of the Colman Company to advertise the service they have rendered to Canada. The Local Government Board, which grants money to the Committee, is not an advertising agent. If the work is beneficial to Canada and Canada wants immigrants as good as the Norwich type, it is clearly to the interest of Canada to make known the Norwich methods, and to encourage wherever possible, improvement upon them.

Doubts and
fears in
Birmingham.

An illuminating sidelight on this phase of the question is flashed through a newspaper report of the Birmingham Distress Committee, one of whose officers called upon me and said that it had made no minute study of the relation between unemployment and emigration, although it had emigrated a certain number of people, and had only lately taken steps in Canada to secure repayment of advances. The report of the Committee meeting was followed by a letter, from the Rt. Hon. Jesse Collings, M.P., headed, 'The Emigration Peril.' The newspaper reports prove that Birmingham is groping about emigration. There is a tone of grief in the admission that Canada will not receive 'work-shies and wastrels.' The Lord Mayor said 'They sent women and children out, but had no satisfactory means of discovering whether the breadwinners were in a position to refund the cost. . . . It was beyond the wit of man to deal with the question of emigration properly.'

It has been said the work of Distress Committees is cognate to the possibilities of school instruction. This is shown by a slight inquiry into the mental attitude of the prospective emigrant towards Canada. There is reason to believe the Norwich Committee is grateful for what happened in a meeting at which half a hundred of its candidates for Canada were submitted to your representative. Some of the questions put to men, women, and children seemed, at first, to mystify the Committee. A few specimens of the answers, and of their application will not be out of place:

Catechising an emigrant.

‘Have you lived here all your life’?—‘Yes, sir.’

‘Do you know the name of the Bishop of Norwich’?—
‘No, sir.’

‘Have you ever been in the cathedral’?—‘No, sir.’

‘Had you thought of going before you sail for Canada’?
—‘I don’t think I have, sir.’

‘Did you ever hear that you will represent the city of Norwich, in Canada, just as much as the Lord Mayor does when he goes to London’?—‘No, sir.’

‘Has any one ever told you that people in Canada will ask about your native city, and the cathedral’?—‘No, sir.’

‘Or that your children will want to know something about it from you when they go to school in Canada’?—‘No, sir.’

‘Have you ever read anything about Canada’?—‘No, sir.’

‘You are going there just because you want a job’?—
‘Yes, sir.’

‘No ambition for anything else’?—‘I haven’t thought about it, sir.’

‘Any ambition to pay back the cost of your journey’?—
‘I hope to, sir, when I can afford it.’

‘Yes, but anybody can pay when he can afford it. Can’t you be clever enough to do it when you can’t afford it, by denying yourself something until your debt of honour is paid? Suppose you make up your mind to pay back in a year, if you are a single man. If you can’t do it in that time you aren’t a very good Norwich man. Be ambitious to amount to something, and remember the more you know about Canada before you go, the easier it will be for you to get along, and the more you know about England the easier it will be for you to appreciate Canada.’

A seventh standard boy was asked these questions and gave the answers that follow: A sidelight from school.

‘You have learnt a good deal of geography’?—‘Yes, sir.’

‘What do you know about India’?—‘It’s a very hot country, sir.’

‘And the Ganges’?—‘A big river, sir.’

‘Anything about it’?—‘It has many mouths, called a delta.’

‘Have you ever heard of the Saskatchewan’?—‘A little, sir.’

‘Where is it’?—‘In India, sir.’

‘Do you know the difference between British Columbia and New Brunswick’?—‘Yes, sir.’

‘What is it’?—‘British Columbia is a very large place with a few houses in it, sir. New Brunswick is a place with a lot of houses.’

‘And where is New Brunswick’?—‘Close to London, sir.’

Re-payment
should be
stimulated.

The Chairman of the Norwich Higher Education Committee was present and spoke generously as to these hitherto unconsidered aspects of emigration and how they might be dealt with. Concerning repayment of the cost of transit the Department may exert an influence equally beneficial in Canada and Great Britain. In many quarters one heard that the advanced labour and socialistic representatives on public bodies were at first opposed to emigration, and that in periods of unemployment the doctrine is widely preached that the state owes relief to the unemployed, and that the cost of transference to Canada is in no sense an obligation upon the recipient of the aid.

Too much
expectation of
being ‘looked
after.’

Here is a subtle menace to the emigrant’s sense of self-dependence when Canada is reached, which should be guarded against in the place where it arises. Warnings about the British becoming a spoon-fed people are not baseless. The phrase ‘looked after’ is sometimes heard with distressing frequency when emigration is being discussed. In Canada no man in fair health ought to dream of being ‘looked after.’ The emigrant’s sense of independence will be served by stimulating it before he sets out. No single man, however hard his luck in Britain, should be helped to Canada, without the obligation to pay the cost of his movement being the first charge upon his earnings. With well organized Provincial Services, Canada may help secure the repayment, which will mean that every dollar paid back is a dollar available for the fare of another selected emigrant.

Dating back his
earnings.

Family men are in different case, though the sense of obligation should persist, especially in those whose children are at once, or soon will be, earning wages. A fair way of computing the obligation is to determine what, approximately, a man’s earnings in the Old Land should have been to put him out of the assisted-emigration class. If he earns the equivalent, or more, in Canada, the question of repayment should be governed by

the assumption that he was receiving that amount of money before he left Britain.

This matter is only one of the difficulties which surround assisted emigration, to which, as a Canadian measure, the Dominion has long been opposed. The question is never finally disposed of. Indeed, it is very much alive, when Australian States make a five weeks' journey to Australia cheaper than a five days' trip to Canada; when assisted emigration is provided for by Act of Parliament as a relief for unemployment in Britain, and when Canadian provinces are advancing money towards the transportation of farm labourers. The difference between Australian and Canadian geography is not enough to rule the question out of Dominion consideration—once the emigrant is landed in Australia he must earn enough money to cross the ocean if he wants to leave the country, if he wants to leave Canada, the United States is at hand.

Difficulties of assisted emigration.

Co-operation between the Dominion and the Provinces means that the Dominion will consider the methods which the Provinces have found effectual. The mere fact that a man may require assistance will presently not be regarded as a *prima facie* reason why he shouldn't get it. It may be the best justification he could possibly have—in cases like those detailed in appendices C. and D. to this report. Extension of assisted emigration is not a matter of immediate urgency, but when it takes larger shape it will be determined co-operatively, as between all the interests to be served by British migration.

Asset and penalty of a family.

The mutuality of interest between the Old Land and the New, will be best appreciated and turned to the most fruitful account, by demonstrating it on the lines here suggested, and by taking advantage of the expressions already quoted from the letter of the President of the Local Government Board. It will be noticed that this report does not contain any detailed scheme of co-operation as between Ottawa and Downing Street. The Imperial Conference in 1907, passed a resolution favouring the encouragement of British emigration to British countries, requesting the Imperial Government to 'co-operate with any colonies desiring emigrants, in assisting suitable persons to emigrate,' and asking for representatives of the Dominions on the Committee of the Emigrants' Information Office. The resolution was reaffirmed in 1911, in abbreviated form, the idea of co-operation being thus expressed, 'that full co-operation be accorded to any Dominion desiring emigrants.'

Resolution of Imperial Conference, 1907.

State aid, by way of an out-and-out grant from the Imperial Treasury was totally discouraged by the Imperial Government. In 1907, Sir Wilfrid Laurier, while stating that Canada was quite content to finance her own immigration policy added: 'It

Sir Wilfrid Laurier's offer.

goes without saying that if the Imperial Government were prepared to help and assist us financially we should be only too glad to co-operate with them.'

English influence
on the alien.

Neither in the discussion of 1911, nor in that of 1907, was the consideration advanced which is the mainspring of every suggestion that is made here of the desirability of closer contact between the Canadian propaganda and the public life of Britain—the overwhelming necessity that the people who come to Canada from Britain shall be prepared against exercising upon people of alien birth an influence that makes the idea of joining the Empire repellent to them.

The Englishman going to Australia finds the prevailing accent is like that of London. He hears England freely spoken of and sees it written of as 'Home.' He finds no large element of republicans in the country. In Canada everything is not so; and he must begin his adaptation just as far back as he can be induced to believe there is need for it.

Possible Imperial
emigration
policy.

The field for that work is as it has here been sketched. If Imperial Emigration should become a policy of some future Government in Downing Street it will be because Canada—working from bases she has already firmly established with the skill of the propagandist, the intimacy of kinsmanship, and the strength of a democratic government—will have shown the way. Meantime it is worth recalling that, though state-aided emigration is not in the financial programme of the British Government, public money is being applied, under its sanction, and that in five years, under the Unemployed Workmen Act of 1905, there were emigrated 7,146 persons, with 12,387 dependents, at a cost of \$825,000.

Hon. Rupert
Guinness's
graduating
farm.

The comparative ease with which public-spirited people may be induced to take up the matter of preparation for Canadian life is not only deducible from the experience of the Norwich Committee. With Mr. John Howard, the Agent-General for Nova Scotia, I visited, near Woking, Surrey, a large farm that has been dedicated by the Hon. Rupert Guinness, M.P., to the service of Canada. As a result of his visit to the Dominion Mr. Guinness became so alive to the harm that is done to the reputation of Englishmen by the unhandiness of certain of them in Canada, that he bought a farm, primarily for the instruction of candidates for agriculture, who can pay their board while they find out whether they like work. We saw several boys at work, and all of them liked it.

The implements and harness on the farm are à la Canada, the manager is a Guelph graduate, the hours are long enough to suit a Minnedosa hustler. It was pleasant to see oats being

sown in January by a disc drill, bought in Toronto, and hauled by harness made in Montreal.

At Swanley, the Kent County Council Agricultural College gives what are called 'Colonial courses.' Other instances of readiness to meet Canadian conditions more than half way could be enumerated. They are so many signposts to what may be done with encouragement from Canada—not financial help, but just ordinary appreciation and the co-operation that arises from practical advice. Mr. Guinness told me he would be glad to do twice as much for emigration if his work were appreciated.

'Colonial courses' at Swanley.

Two distinct social areas injuriously affected by the pressure of population, in which an ambitious knowledge of Canada may be cultivated are the young women of the middle classes and the men who are leaving the army—each with its peculiar initial difficulties, but each capable of yielding admirable results to Canada, once the ground is worked with sympathetic, persevering insight.

Two available social areas.

In Britain the feminine predominates over the masculine—numerically. In Canada the feminine is in a minority—numerically. To tens of thousands of British girls in clerical, professional and 'independent' homes, life offers the most inconclusive prospects. They are well educated. They are dissatisfied with the aimless existence that the traditions of their kind imposes upon them. They have not been brought up to regard domestic usefulness as it should be regarded. They are the unlimited heiresses of the social conventions that regarded work as a derogation, and financial dependence as a highly proper condition.

Victims of social convention.

They may become first-class ingredients in Canadian life if only they can be started right. They are the subjects of more than one organization's special solicitude. Their situation demands the education of their parents, beginning far back in their lives. There is no more charming, more baffling problem in emigration than theirs. But those characteristics of it are not its dominant feature—which is the quantity and quality of available material, when once it can be prepared for the freer, more substantial life that Canada offers to such as will take the trouble to understand it.

Charming, baffling problem.

The soldier leaving the army is another problem-asset which is forcing itself into notice. The British War Office is beginning to understand that a warrior need not be a mere thoughtless automaton, and that it is an offence against patriotism to turn thousands of disciplined men into civil life, with initiative and adaptability drilled out of them.

Problem-asset of the retired soldier.

Thousands of men leave the colours every year. Thousands of them find it difficult to secure employment. Some be-

Naval and Military Emigration League.

come demoralized, merely because they can get no work. Many exhaust their money looking for work in Britain who, if they had come to Canada in the first place, would have done well. The Navy and Military Emigration League is doing excellent work, but within unavoidably circumscribed limits. The scope of a conference with its council is evident from the letter of the secretary, Mr. E. T. Scammell, which is attached to this report. Lord Midleton, ex-Secretary for War, was especially solicitous as to whether it is not possible to anticipate a year's discharges, and to prevent disciplined men falling into disastrous unemployment, in preference to rescuing them from it.

Boys in blind
alley occupa-
tions.

A feature of the pressure of population that worries many who care for the quality and stability of British life is the number of boys in blind-alley occupations. The Post Office annually discharges several thousand boys whom it cannot employ permanently. Everywhere the trouble of finding occupation for the youth who will soon be a man becomes more insistent. Here is a plastic and permanent supply of good material for Canada. Premier Flemming of New Brunswick says that his province could absorb five hundred boys yearly, if their coming were properly organized on both sides of the Atlantic. The way to get at this sort of thing is for the Canadian Governmental interests which have possessions of both fields, to co-operate themselves and to inspire the co-operation of men and organizations that continually strive to serve the nation by preserving the boy.

The idea of Canada gathering up her skirts and running away from the organizing of emigration on the lines that are immediately possible in Great Britain, and calling out for immigrants all the while, becomes more remarkable the more it is contemplated.

Most fruitful
ground for
cultivation.

There is no necessity to pile evidence in support of the assertion that public-spirited people, in and out of office, are most fruitful ground for scientific cultivation by Canada. At the Imperial Conference, last year, the Rt. Hon. John Burns, speaking for the British Government, was happy in taking credit for the swing of emigration from foreign to British countries. More than one leader in the Unionist party has said that emigration may shortly become a plank in the party's platform. The ground is as ready for breaking, seeding and reaping, as the Saskatchewan valley was during the period that many wise men were afraid to get into it.

THE MACHINERY IN BRITAIN.

The present chief of the Immigration Department in Britain, and, indeed in Europe, is entirely subordinate to the Superintendent of Immigration at Ottawa. The proposal is that he act under the direction of the Chairman of the Central Board—without, of course, breaking direct contact with Ottawa—for reasons which follow.

Responsibility of
chief European
officer.

The policy which is set forth in the preceding pages contemplates propagandist cultivations which have hitherto been rather casually regarded by the Department—the stimulation of agencies in every locality in Canada which desires more people, the expansion of the related public-spirited constituency which abounds in Britain, and the bringing of them into conscious co-workship. The end can only be obtained through first-class ability, intimate knowledge of both countries, and by the obliteration of the sea as a separating power.

The difficulty of subjugating detail is more apparent than real. In these days a magazine can keep track of a million subscribers, and a mail-order house of hundreds of thousands of customers. In the quality and range of its directing power, the Immigration Department, or, as it has been called, the National Advertising Department, is like an evangelistic movement, which directs pilgrims to New Brunswick and New Ontario instead of to the New Jerusalem. The head of so far-reaching a movement should be a moulder of opinion and an administrator. He must not be tied to a desk, but should divide his time, roughly, into thirds, spent in his office, in the Canadian and United States fields, and in the European field. He will be most effective in Britain, because that is the one country beyond Canada in which he will not be an alien.

Combined pro-
pagandist and
administrator.

With the Chairman of the Board frequently in Britain there will be larger scope for the chief of the European staff to do his work with not more reference to head-quarters than is found necessary in purely commercial concerns such as railway companies. At present the office is run from Ottawa, with just a suggestion of the ancient Downing Street method. The illustration is from the administration of the landing regulations. The work, experience, and deliberated judgment of the Assistant Superintendent of Immigration, who is regarded as being of sufficient capacity and dignity to represent Canada before scores of millions of people, and who ranks

More discretion
as to landing.

next to the chief of the service, may be set at naught by a landing officer who has a hasty and imperfect knowledge of the case which attracts his attention.

A large discretionary power should be vested in the chief European officer. If he is not discreet enough to exercise it discreetly he should be relieved. With the head of the entire service spending a part of each year in Europe, responsibility would be much more direct and effective than is now the case, to the great advantage of all branches of the service.

Interest in land
settlement
undertakings.

The departmental relationship to land settlement and re-settlement undertakings will make it additionally imperative for the Chairman of the Board to be frequently in Britain, because the selection of families for farms prepared with public money, or under public endorsements, will so materially affect the general operation of the machinery for which he will have the major responsibility, that absent treatment might easily be not only ineffective but actually dangerous.

With land settlement on a basis from which the Government does everything possible to eliminate the speculative factor; with a broad move to enlist the public-spirited people in Britain on the lines here indicated; and with powerful competition of other British countries for immigration, it would be highly impolitic to permit any other course to be followed than the constant contact of the executive head of the Department with the European conditions.

While minor, but not less important administrative details that must belong to a broadening of policy will adjust themselves in competent hands, it is proper to set forth some of the more noteworthy changes that grow out of a sympathetic study of the whole subject.

London the only
headquarters.

Though something may be said for making the chief emigration port the base of all the emigration work, London is the only place for the headquarters of every Canadian governmental activity. Scotland and Ireland are each only a night's journey from London, and a trip from London to Liverpool occupies but for four hours. A reasonable correlation between the various departments of Canadian official business in London is desirable and, for contact with the public mind of the United Kingdom, no centre is comparable to London.

Canadian build-
ing required.

There is, I believe, complete agreement between those whose opinion is entitled to respect, as to the necessity for the Dominion to have its own building in the Capital of the Empire, in keeping with its present dignity, and suggestive of its greater destiny. It would seem that such a building should be near Trafalgar Square, and should be designed with the idea of housing not only all the Government representatives and staffs

—the High Commissioner, Agents-General of the Provinces, Immigration officers, Trade and Customs representatives—but also Canadian business firms. The Immigration Department could only be adequately provided for by liberal room for the display of products by provinces, and for affording guidance to all who came to enquire about the provinces. It is not wise to expect callers to discuss their most important affairs over a counter, as if they were at a quick-lunch.

Questions of cubic space are easy to settle compared with the Dominion-Provincial relationship in the every-day running of the Department. Is it possible for the Dominion to satisfy the provinces? Will the provinces be reasonable towards one another? Unless the answers are in the affirmative there is something wrong in our capacity to make a good showing in the place where breadth of mind, strength of administration and unity of movement are essential to our just fame.

It is not really blasphemous to say that sometimes officials are as wise as their Governments. There is an unusual chance of this being the case if the work they do has a living individuality of its own. Immigration propaganda in the British Islands has that quality. The men who are good at it soon come to like it. They have a growing sense that they are serving Canada—the business of introducing people into a new country begets its own enthusiasms because it brings peculiar rewards. ‘I love it,’ said one of the agents at the end of a recital of the difficulties of his position.

I found a spirit of cordial co-operation between the Dominion and Provincial representatives—due to their personal good sense—and may say, I think, that a coordination of the whole under the leadership of the Dominion would be agreeable to the judgment of those who have represented their respective provinces. Successful co-operation depends, of course, upon the good sense of the co-operators.

The case for co-operation under Dominion direction becomes clearest when you get away from London, and especially when you understand the potentialities of the public-spirited classes who will not emigrate themselves but are the causes of emigration in others. It is impossible to have one Dominion and nine provinces carrying on ten separate sets of operations all over the Kingdom. But it will not be difficult for every office of the Dominion to do more for each province than is now possible as soon as there are a deeper well of provincial information and an ampler provincial motive power to draw upon than are now available.

Case for
co-operation out-
side London.

Closer attention to the individual immigrant by the province wherein he succeeds means the utilization of the facts of

his success in the locality whence he came. More effectual work in the province means more effectual representation of the provinces in the United Kingdom. Canada cannot wisely send to Britain only men who each know but one section of Canada. Equally she must have men with expert knowledge who command the confidence of their provinces.

Two men from each province on the staff.

It would probably be found desirable to maintain permanently in the United Kingdom two men from each province, especially devoted to the interests of the province, but paid by the Dominion. They might be appointed on the nomination of the Provincial Government, it being understood that fitness for the work must be the absolutely dominant interest in the recommendation.

How can two men represent a province among forty-five millions of people? The index to the method is in the principle of utilizing people who are in Canada as the best magnets for drawing people to Canada. Frequently the remark is heard from a sectional representative working in Britain, 'We have had a good many people from this or that district.' More could be obtained if more follow-up work could have been done.

Necessity for follow-up system.

The use of two propagandists for each province in Britain opens the way to an effective follow-up system, worked by the provincial service from the provincial base, and by the Dominion from the British base; the whole pulling harmoniously together. Hitherto, neither follow-up engine has been adequately used. The Dominion agent working specially for Nova Scotia, has listed five hundred 'prospects' whom he desired to follow up, but had not the means of doing so. Neither Dominion nor provinces have in the past favourably considered proposals for thoroughly following up their own work.

Assume that two men are appointed specially for, say, Nova Scotia. Their activities would be conducted on these lines:— They would both go into the London staff, and be directed by the Assistant Superintendent of Immigration. Whether one should be made principally a central office man, and the other be principally the travelling evangelist, would be determined by their adaptability to team work.

Divide country into rotation of districts.

Every year the whole country would be divided into districts, each of which, for a specified period, would be covered specially in the interests of one province. Lectures would be given, the neighbourhood would be supplied periodically with literature about Nova Scotia, and the trained force of the Dominion in that district would be directed to getting people for Nova Scotia. Where the propaganda includes the selection of people for governmentally-directed land settlement the con-

centration on, say, four or five districts during a season would be more effectual still.

Meantime, the interests of Nova Scotia all over the country would not suffer, for, as the province now contains people from nearly every county in Britain, the localities from whence they came would be cultivated by the transmission of literature in the cheapest and most effective form known to modern publicity science, intended to bring enquiries to the head Dominion office, to be dealt with by the provincial expert, and individually followed up from the most convenient Dominion office.

There need not necessarily be uniformity in the provincial forces. Two men might be able to obtain more emigrants than Prince Edward Island could absorb. Two would scarcely be equal to doing justice to the needs of Ontario. The province which most systematically prepares to solve its population problem will, naturally, be entitled to the most systematic co-operation of the Dominion.

Uniformity in forces not essential.

A requisite of scientific cultivation of the British field is an increase in the number of offices, which remain at the strength at which Mr. Bruce Walker found them more than five years ago. Two will probably still be sufficient for Scotland, and also for Ireland. Counting London as a local as well as a headquarters office, there are now five for England and Wales. There should be eight. One is required for the Eastern Counties—at Norwich or Cambridge; one should be at Southampton, which is now a port for Canadian emigration and trade; and one should be at the most convenient centre for Wales. The present districts are unwieldly, and the divisions suggested are shown on the map which accompanies this report.

Dominion agencies should be increased.

A strengthening of the machinery all over Great Britain and Ireland can only make stronger the case for a more discretionary interpretation of the regulations on the responsibility of the chief officer. It is excellent to tell British people that when they come to Canada they simply transfer from one part of the British Empire to another; and that they will not be treated as aliens. It is just as desirable to foster that impression when they arrive, as well as when we invite them to leave.

There should be a maximum of inspection before embarkation, which means that a maximum of information about the health requirements should be imparted, at the beginning, to the prospective candidate for Canada. At the ports of landing it should always be remembered that the incoming people are passengers who have been invited by the Government to come to Canada, and are neither mendicants nor suspects. Hamilton and Winnipeg city halls, to name only two, are front-

More inspection before embarkation.

ed with an electric sign 'Welcome'. The spirit behind that word should pervade the landing-stage. One way to make that possible is to cause the new citizen to feel that he enters a Canadian atmosphere when he boards the steamer.

Co-operation
with Board of
Trade.

There need be no difficulty about this at the British ports. The beginning for co-operation between the British and Canadian Governments has long been provided. The Imperial Board of Trade has a great machinery for safeguarding health on British vessels. Its doctor examines passengers who board a British ship, entirely in the interests of the ship as a temporary home. At the same time the ship's doctor looks out for all cases that may not pass the landing officer. He does not want the steamship company to be put to the expense of bringing back the 'rejects' of the doctor at the landing place. Neither doctor is charged with the actual or implied responsibility for the reflex effect of his action upon the propaganda in Britain. But, as the interests which the different doctors serve are all fundamentally related there is no reason why their functions should not be co-related also.

The case of Mr.
Adams.

The illustration comes via North Battleford. The secretary of the North Battleford Board of Trade forwarded correspondence with a farmer of that region embodying the following facts:—The farmer fell into poor health. Having nobody to work the farm, his wife's brother, Mr. Adams, of London, promised to come out and save the situation. He was capable in every way, except for a slight lameness which had never prevented him from working—he was a street-car conductor. He bought his ticket, sent his baggage to the steamer and followed it. He was refused passage by the ship's doctor who dreaded the doctor at the landing port. Mr. Adams' sister went on several days to the station at North Battleford to meet him, and at last received word that he had been turned back as an undesirable, and had lost track of his belongings.

This refusal occurred early in December, and Mr. Adams was on his beam ends in London, with his sister and her family at North Battleford suffering for lack of him. He was sent for to the London office, was found to be a thoroughly desirable acquisition for Canada, and special steps were taken to see him through.

The point to be noticed about this case is that it was dread of the landing doctor that moved the ship's doctor to reject Adams, and that, under existing regulations, there was nothing to compel the immediate submission of the case to a competent authority in Britain. Adams believed himself to be helpless.

Appeal from the
landing officer.

Any case rejected at landing is subject to appeal to the Superintendent of Immigration at Ottawa, who may decide it

without closer contact than is possible to the Chief Officer in Europe. Subject to the exigencies of the voyage—against which there is the defence of the ship's doctor—it ought to be possible for the new Canadian to feel that he has passed his entrance when he has been allowed to sail. The Chief Officer in Europe ranks higher than the landing officer in Canada, and should be empowered to give authority to land in cases where a physical handicap is neither a transmissible disease nor a preventive of self-support. After all, an officer who would be regarded as highly competent to decide questions of admission if he were on the landing wharf at Halifax or Quebec, does not necessarily suffer a loss of judgment because he happens to live in London.

The lines of co-operation that have been laid down naturally involve the utilization of available Canadian forces in Britain that are not officially attached to the Immigration Department. The chief representative of the Dominion of Canada in the United Kingdom is the High Commissioner, who will, of course, continue to have official cognizance of what the Immigration Department does; and whose approval of the methods used must always be of the greatest value to the Department. There are several Agents-General of the Provinces, who have not been as prominent in the life of London as the Agents-General of the Australian States have; one reason being that as the Australian Commonwealth is much younger than the Canadian Dominion, the Agents-General acquired a more definite position than was attainable by Provincial Agents-General, who, besides having the High Commissioner to fall back upon, were much nearer their Governments than the Australian representatives were to theirs.

High Commis-
sioner and
Agents-General.

It will be advantageous if a Consultative Board be established in London, with the High Commissioner as ex-officio President, and the Agents-General as ex-officio members, and any Provinces without Agents-Generals might propose representatives to watch over their interests. The members would find only occasional demands made upon their time. Periodical meetings would obviate the necessity for daily troubling the High Commissioner's special department with matters of detail. Once more, the requirement is for smooth and effective working when there is a certain inevitable duality of directive influence, which is operating without harm in the present arrangements. It is presumed that the responsible officers of the Department will be equal to the ordinary demands of prudence as the officers of other great organizations are.

Consultative
Board in London.

One aspect of the Department's work in Britain which seems sometimes to have been regarded as negligible, but which becomes more important when the broadened scope of the propa-

Status and pay
of officers.

ganda is understood, and its bearings clearly discerned is the status of agents. The representative of the Dominion of Canada in a district as populous as the whole of Canada—such, for instance, as the agent at Birmingham or Liverpool—who is engaged in winning permanent citizens for Canada, should be essentially a more valuable public servant than, say, a consul in a considerable seaport. He should at least rank in every way with a Trade Commissioner.

If he is to be an instrument for the extension of his country's influence in the public life of his territory he must be personally acceptable in the quarters where his farthest-reaching work will be done. Though he is not in Britain for personal dignity or social prominence he must combine qualities that command goodly remuneration in Canada, and they must be adequately paid in Britain.

Value for money:
money for value.

The agents' salaries are not adequate, and the range of their allowed expenses is limited as similar expenses of company representatives are not. The assumption might almost have been that a servant of his country, who is expected to gain a high reputation in important British communities, is predestined to financial ineptitude. No business organization would expect the results that are expected from the principal officers of the Department on such pecuniary terms. A revision of these conditions should be accomplished without delay. To be niggardly in this respect—in this vitally constructive field—would be equivalent to demanding that the consumption of coal on a steamer be cut down and her speed increased. There must, of course, be value for money. It is equally essential that there be money for value.

Towards the
Primacy of
Canada.

This report succeeds in its intent if it conveys, however inadequately, an impression of the magnitude, difficulty and unique promise of a numerous and permanent migration to Canada of natives of the British Isles; if it demonstrates the necessity for the strongest qualities of foresight, breadth and independence in administration; if it exhibits this immigration as the widest-open portal to the ordained primacy of Canada among the Britannic nations; and if it projects the conviction that to bear a part in the progress of this Dominion towards such a consummation is the choicest responsibility that may fall upon any British subject.

ARTHUR HAWKES.

APPENDIX A.

CO-OPERATION WITH THE IMPERIAL GOVERNMENT.

Letter from Rt. Hon. John Burns, President of the Local Government Board.

LOCAL GOVERNMENT BOARD,
WHITEHALL, S.W., March 27, 1912.

DEAR MR. HAWKES,—

It gave me much pleasure to meet you again and discuss with you the important question of emigration. I was glad to learn more fully your own views on the subject.

As you have now returned to Canada, it occurs to me that there may be advantage in my repeating some of the principal points I have brought before you, so as to show our side of the question.

You will, I think, have realized that the Home Government have every sympathy with the needs of Canada, and are anxious to act in the manner which they consider most conducive to the present and future welfare both of this country and of the Dominion.

The question of emigration was, as you are aware, fully discussed at the recent Imperial Conference, and the members of the Conference were quite satisfied with the statement I made to them. The complete figures for the year 1911 justify the view I took at the Conference.

In the first place I wish to emphasize the great increase in the proportion of emigrants from these islands which go to the British dominions beyond the seas. In 1900, of the total number of British subjects emigrating to places out of Europe, one-third only (33 per cent) went to British dominions. In 1910, the proportion had risen to 68 per cent, while in 1911 it was 80 per cent. That is to say, four out of every five of our emigrants are now going to Canada or other parts of the Empire.

In all, our emigrants in 1911 to places out of Europe numbered 262,000, and over 210,000 of these went to British dominions. Canada received a record number (134,784), an increase of 19,000 over 1910, and two and one-half times as many as in 1909, and this notwithstanding a great increase in the emigration to Australasia.

A matter which we also discussed is the quality of the emigrant. I quite agree that persons who are obviously unsuitable should not be sent out. We are, I think, as anxious as Canada that the mother country should send emigrants who are likely to succeed, but it must be remembered that the class of person selected depends mainly on the material available, that is to say, on the class of persons who are willing to emigrate.

On your side you can make rules and regulations prescribing conditions as to the admission of immigrants. In the past your restrictions have been too severe, and must have tended to check the flow of immigration from the old country, but your present policy, I think, is more likely to produce the best results.

Very much has been done of late years by the societies and bodies who conduct emigration, in preparing the emigrant, and I must say that the reports we receive from Canada as to the quality of the immigrant are generally satisfactory. I hope that in the future it may be found possible to do even more to ensure that the intending emigrant is fitted for a colonial life.

Although, as has been made clear both at the Imperial Conference and elsewhere, we do not favour state-aided emigration, I may mention that public monies are freely used both by Boards of Guardians and by Distress Committees with my special consent. In the past five years Distress Committees in England and Wales have expended £170,000 in aiding emigration under the Unemployed Workmen Act, while Boards of Guardians since 1890 have paid out of the local rates more than £120,000 towards the cost of emigration of selected cases.

As I pointed out at the Conference, there is a limit to the number of emigrants we can safely spare, but we have not quite reached that limit yet. There is nothing to prevent practically the whole of our output going to British dominions, but it rests largely with Canada and her agents to secure her proper proportion of these. And here I would warn you of the danger of glowing advertisements of the attractions of Canada; these must in time necessarily have an ill effect. The true facts simply brought out will be found sufficient to draw the right class of settler.

A point to which we attach great importance is the treatment the immigrant receives on your side. In times past there have been complaints of neglect and even ill-usage, and this could not but have the effect of deterring the better class of emigrant. Great improvements in this respect have taken place in recent years, and the system of inspection of children by your people, which has been instituted, has had excellent results. I need hardly remind you that it is especially necessary that every care should be taken to secure that careful provision is made for the safety and welfare of single women and children, both on arrival in Canada and during the first years of their residence there.

In conclusion, I quite agree with you as to the importance of constant and close co-operation between the mother country and Canada in the matter of emigration. As you say, greater knowledge by each party of the needs of the other will help to this end.

Your proposal that the cases emigrated at the public cost should be followed up with a view to obtaining records as to their progress is well worth considering, and if the proposal is found practicable we should be glad to be furnished with any information that may hereafter be available.

You may rest assured that any measures for improving the system of emigration will have our full support and sympathy, and I shall be glad to consider any suggestions that you may be able to make for the purpose.

Yours truly,

JOHN BURNS.

APPENDIX B.

LAND SETTLEMENT AND PUBLIC CREDIT.

Substance of An Act to Encourage the Settlement of Farm Lands in New Brunswick.

Whereas, improved farm lands are being offered, with a large measure of success, as an attraction to intending settlers to locate in other parts of the Dominion.

And whereas, in order to encourage the young people of this province to settle therein instead of going elsewhere, and also to attract the best class of immigrants to settle here, it is advisable that this province adopt some similar scheme to promote the settlement of our vacant lands:

The Lieutenant Governor in Council is empowered to appoint three commissioners to constitute a Board to be designated the 'Farm Settlement Board.' One of said commissioners shall be the Superintendent of Immigration for the province, and he shall be the secretary of the said Board.

The Board is authorized:—

To purchase within the province real estate suitable for general farming purposes.

To improve the same and to erect houses and buildings thereon.

To buy and sell property and to employ agents, artisans and labourers for the purposes of the Act.

To sell and convey to *bona fide* settlers the property so purchased, at a price not exceeding the cost, upon the following terms, namely: twenty-five per cent of the purchase money to be paid when possession given to the purchaser, and the balance with interest thereon at periods agreed upon the final payment to be within ten years of the agreement to purchase. In special cases an extension of two years may be given by unanimous consent of the Board.

To make by-laws and regulations to facilitate the objects of this Act, subject to the approval of the Lieutenant Governor in Council.

The Surveyor General may, upon the order of the Lieutenant Governor in Council, grant to the Board such portions of the Crown Lands of the province as are unfit for lumbering purposes, but which are suitable for farming purposes, and the Board is authorized to divide the said lands into lots and to improve the same by clearing a part thereof, not exceeding ten acres of a one hundred acre lot, and erecting a dwelling house and outbuildings thereon, and to sell the same to *bona fide* settlers upon the same terms as in the last preceding section mentioned, at a price sufficient to cover the cost of survey and the improvements made thereon.

The title to the lands so purchased or granted shall remain in the said Board until the purchaser has made all payments agreed upon. Nothing in this Act contained shall prevent the Board from selling to any purchaser for cash.

The said Board shall be subject to the direction of the Lieutenant Governor in Council, and shall submit to the Council monthly reports, giving a complete statement of all the transactions of the Board, to the date thereof.

The said commissioners shall hold office during the pleasure of the Lieutenant Governor in Council, and any vacancy shall be filled by the Lieutenant Governor in Council, and the remuneration to be paid to the commissioners shall be fixed by the Treasury Board.

In order to raise the moneys necessary to carry out the provisions of this Act, the Lieutenant Governor in Council is hereby authorized to borrow the sum of one hundred thousand dollars (\$100,000), for the period of twenty years, with interest at the rate of four per centum per annum.

The loan and interest shall be repaid in manner following: Five thousand dollars (\$5,000) shall be annually set aside for twenty years, out of the current revenues of the province, to form a fund to meet the principal of the said loan when it falls due, and the interest thereon shall be paid by the interest accruing on said sums so annually set aside, which is hereby authorized to be used for that purpose, and the balance required to pay such interest to be paid out of current revenues as same falls due.

Substance of An Act for the Encouragement of Settlement on Farm Lands in Nova Scotia.

Whereas, there are in the province farms unoccupied and untilled, arable tracts not yet brought under cultivation, and other lands available for settlement and suitable therefor;

And whereas, there are in the British isles and elsewhere many men with practical experience in farming, who might be induced with advantage both to themselves and to the province to settle in Nova Scotia, or to return to this province, if previously resident here, provided facilities are available that will assist them, in the purchase of farm land and buildings by way of loans or mortgages;

Therefore be it enacted by the Governor, Council and Assembly:

The Governor in Council is authorized to borrow on the credit of the province a sum not exceeding two hundred thousand dollars, for the purpose of providing a fund for the purposes of this Act.

The Governor in Council is authorized from time to time to purchase real estate in farming districts, subdivide it into farms or lots, erect buildings and fences, prepare the land for crops and sell said real estate to farmers in such parcels or lots and on such terms as may be approved by the Governor in Council.

Whenever a loan company will agree to advance to a farmer on mortgage of farm lands and buildings thereon on terms approved by the Governor in Council, an amount not exceeding eighty per cent of the value of such farm lands and buildings, the Governor in Council is empowered to authorize a guarantee to such loan company against loss on any such mortgage to an amount not exceeding the difference between fifty per cent of such appraised value and the amount of the loan, together with interest thereon.

Whenever a loan company will agree to advance to a farmer on a first mortgage an amount up to at least fifty per cent of the value of such farm lands and buildings, the Governor in Council may arrange with such loan company to advance to such persons an additional amount not exceeding the difference between fifty per cent and eighty per cent of such appraised value, provided that the total amount of advance by the Governor in Council on any one loan shall not exceed the sum of twenty-five hundred dollars.

The Governor in Council may appoint inspectors and other officers for the carrying out of the Act.

Experiences of other Countries: from an Address to the New Brunswick Immigration Congress by Mr. C. H. McIntyre.

In England, under the Small Holdings Act of 1908, farmers have received over 167,000 acres. The Act is intended to supplement the earnings of the agricultural labourer or the town artisan, and in June, 1911, 162 Small Holdings Societies had been organized.

In Ireland the government has not only advanced money to tenants for the purpose of acquiring their farms, in fee simple, but it has also advanced money for the erection of cottages in the country districts. The advances have been made through a Land Commission, and in many instances the loans are repaid by annual instalments extending over a period of 49 years. As a result of this policy in Ireland the number of tenant purchasers in 1911 was 198,000, representing advances of \$331,000,000 and covering 6,000,000 acres. The rural councils in Ireland are permitted to obtain advances from the Land Commission out of the land-purchase funds. By government credit 34,000 cottages have been constructed in the country, for which \$25,000,000 has been sanctioned. The government rents the cottages at a very small cost, and an agricultural labourer can rent a fairly good house with an acre of land for 26 cents a week. The tenants have kept up their payments to the government, and soon most farmers in Ireland will own their land in fee simple.

Six of the seven Australian states have adopted the principle of government advances to promote settlement. In 1893 the State of Victoria passed a law providing for advances to settlers to make improvements or to pay off old

debts. The money was obtained from the government savings bank at 3 per cent and was loaned at $4\frac{1}{2}$ per cent over long periods. The borrower paid $4\frac{1}{2}$ per cent on his interest and $1\frac{1}{2}$ per cent on the principal annually until the loan was extinguished, and the total advances which have been made amount to \$5,600,000.

In 1894, Western Australia adopted a similar law, authorizing loans to settlers at 5 per cent for improvement purposes only. Borrowers had thirty years in which to repay the loan in fifty semi-annual instalments, beginning five years after the date of the advance. For the capital raised the government paid 4 per cent, and the funds are turned over to an agricultural bank which operates the system.

There is barely a margin of one per cent between the cost on the money raised and the interest received on loans, but the profits of the bank's transactions for the year 1910 amounted to \$34,000. That state has a population of only 281,000.

Since the bank was established in 1894 it has advanced to settlers \$6,250,000. During 1910 the bank advanced to borrowers \$1,250,000, and in the same year the repayments to the government amounted to \$750,000. Through the instrumentality of this bank and government credit 600,000 acres of land have been cleared, 213,000 acres cultivated, and improvements of one kind or another have been effected at a cost of over \$7,000,000. A reserve fund has been established for the redemption of the bonds issued by the state.

In New Zealand many years ago cities and towns were filled with the unemployed, the congestion was producing slums, and vast areas of land lay idle. In 1894 a law was enacted providing for advances to settlers for terms varying from 20 to $36\frac{1}{2}$ years. The system is directly under state control, and in this respect it differs from some of the Australian plans. Altogether, for the purposes of this law, some \$75,000,000 have been raised on the credit of the state at 4 per cent and are loaned to borrowers at 5 per cent plus the payment on the principal every half year, which brings the charge up to about $6\frac{1}{2}$ per cent per annum on the money lent. A sinking fund is created by the annual contribution of one per cent on the total capital liability at the time of payment, and the fund is held by a public trustee for the redemption of bonds.

New Zealand has also adopted a policy of erecting workingmen's homes, distinct from the law relating to advances for settlers upon the land. During the past seventeen years advances aggregating about \$45,000,000 have been made to some 25,000 applicants, upon first mortgages and generally upon freehold property. During the year 1909-10 the total advances amounted to \$5,000,000, and the net profits on the transactions for the year amounted to \$200,000.

APPENDIX C.

HELP FOR AGRICULTURAL FAMILIES.

Letter from the Representative of the Province of New Brunswick.

37 SOUTHAMPTON ST., STRAND,
LONDON W.C., February 5, 1912.

DEAR MR. HAWKES,—

Referring to our recent conversation *re* assistance to deserving families who are desirous of emigrating to Canada. I have made inquiries in two sources and have pleasure in herewith inclosing particulars of several families, but I regret I have been unable to obtain all the minute details suggested.

21918—6 $\frac{1}{2}$

In the case of the Wilkins family, as forwarded by Mr. A. Suttle (letter attached), who has been in touch with this family for some time and states he can vouch for their respectability, &c., the fact of the man being on one farm for thirty years and his boys working with him as they became old enough is in itself, I think, sufficient indication of his honesty, &c., and I should imagine they would prove an acquisition to any country. I have forwarded particulars of them to both Mr. Wilmot and the Premier, and asked them if they can induce any one to assist them in N.B. Personally I do not intend to lose them if I can do anything for them.

The case of the man Chas. Boon, sent in by Waters & Son, of Ipswich, is of a family which were booked to sail with me on the 7th April last, but owing to their inability to pay the balance at the last moment owing to their furniture not realizing as much as expected, they had to stay in England. I need hardly say that had I known this at the time it would not have prevented them going, as I would personally have advanced it after having seen the man.

I do not imagine any of these mind where they go so long as assistance is given them to get out of England. They are just the class of men and families desired by Australia, and it is only lack of accommodation prevents them sending more. Had they the same facilities of transport as we have for Canada the small amount needed to take them to their destination would, I am sure, be a very serious obstacle to Canadian emigration. I have evidence of this at every booking office wherever I have attended during the last two years.

You may have noticed that Queensland has made an appropriation of £100,000 for immigration this year independent of the Commonwealth, so that as active a campaign is to be waged in the future as in the past, and it is up to our government to adopt some measure to combat the influences at work.

As previously mentioned to you at our interview, I shall be only too pleased to work in accord with any scheme suggested for the welfare of our province and the Dominion at large. I am sure you will have realized how greatly the maritime provinces have been overlooked in the past, and what an uphill job it is to make the British public believe they are worthy to be compared to the better known West. Anything you can do to assist New Brunswick in obtaining more publicity and assistance in this country will be very greatly appreciated.

It has been a great pleasure to discuss the various matters under consideration, and if at any time I can do anything to render you assistance you can rely upon my doing my utmost to comply with your request.

Yours very truly,

A. BOWDER.

Copy of letter received from Mr. A. Suttle, Shipping Agent, Cambridge.

27, 1, 1912.

A. BOWDER, Esq.,
37 Southampton St., W.C.

DEAR SIR,—

Many thanks for yours this evening *re* assisted passages to large families.

I should be very pleased to be able to get the following family out to Canada as I am certain they would do well, and are just the right class of people:—

W. Wilkins—45, father, on same farm 30 years.

George Wilkins, 24; Edward Wilkins, 18; Arthur Wilkins, 16—sons, all on same farm with father; well used to all branches of farming, one son shepherd, and the others attend to cows, calving, &c.

Mrs. Wilkins—44, keeps house for family; was domestic before marriage.

Nellie Wilkins—14, ready for domestic work.

Reg. Wilkins, 13; Albert Wilkins, 10; John Wilkins, 7; Violet Wilkins, 5—attend school, fair average scholars.

Hilda Wilkins, 3; Ralph Wilkins, 2; Baby, 11 months.

I have had several interviews with this family, and have no hesitation in putting them forward, and if the money could be advanced for their fares you need see no fear of the repayment.

The most money they can find is £15, as you are aware for a man to bring up a family like this there is no chance here for him to save any money.

Trusting I have explained this family's position to you, and I sincerely hope we could manage to get them out.

I might say there are two sons between George and Edward who went to Canada last year. I have written out to them for help with the money for their family, but they have had to pay back their fares which were loaned to them.

Yours truly,

A. SUTTLE.

APPENDIX D.

WORK OF EMIGRATION SOCIETIES.

Letter from the Hon. President of the British Women's Emigration Association.

IMPERIAL INSTITUTE,

SOUTH KENSINGTON W., Jan. 15, 1912.

I believe that the time has come when some of the restrictions on emigration to Canada might safely be removed, or at any rate that a permissive power might be given to the Superintendent of Canadian Emigration residing in London, who is appointed by the Minister of the Interior in Canada, to remove those restrictions when satisfactory evidence is presented to him on reliable authority.

At the present moment an emigrant arriving in Canada between November 1 and April 1 must have £10 in her possession, the only exception being if she is going to assured employment in domestic service, or to certain relations of near consanguinity.

Of course we understand the object to be that the Dominion shall be secured from all liability for the support of a person who possibly might not obtain employment during the winter months.

Those for whom we desire that this prohibitive possession of £10 a head be abrogated are individuals who can show reliable proof to the satisfaction of the superintendent that they were going to assured employment. This proof should consist of either an offer of work from some firm, offering adequate wages, or an offer from a relation or friend of definite employment accompanied by an offer of hospitable reception.

It must be quite clear that with the very great shortage of women in Canada women are wanted for women's work in very many occupations besides domestic service, and that the conditions of prosperity in Canada are so great, and the independence of young Canadians so strong, that the prosperity of many businesses requiring women's labour is much embarrassed and limited by a shortage of women. It must also be remembered that the shortage of women is very much affecting the settlement of men, and that the introduction of a superior class of women as workers rather above the domestic type would acclimatise them to Canada and her ways, and produce year by year a number of marriageable young women.

Then the other class is that referred to as going to relatives who are able and willing to support such emigrants.

1. Wife going to husband.
2. Child going to parent.
3. Brother or sister going to brother.
4. Minor going to married or independent sister.
5. Parent going to son or daughter.

This excludes aunt or uncle, and we desire that aunt or uncle should be added to the list. It stands to reason that an uncle or an aunt would in many cases be much more able to offer housing, protection, advice, and to secure employment, than a young unmarried brother who is living in lodgings. The reunion of families is one of the most suitable and satisfactory methods of peopling Canada, and it is very desirable that young people whose ties are but slender in the old country should join their well established uncles and aunts in Canada, and grow up amidst Canadian conditions and prospects. In the households of these very near relatives they would become much more useful to Canada than by remaining in England until they have grown quite to an age to support themselves and become somewhat wedded to all the surroundings of our departmental way of living.

You may have heard of the very great hardship which was experienced about two years ago by a party of young women who we had selected and were sending out via Halifax to a firm at Dunnville. These women went out with every detail properly arranged, their lodgings taken at Dunnville, the matron furnished with letters from the firm engaging the services of the young women, the medical certificates in order, food money for the journey, and through car accommodation arranged, and yet the immigration officer refused them permission to proceed, placed them in deportation quarters, and would not accept an assurance from the matron that I, who had then sent over 10,000 women to Canada, would be responsible for depositing the landing money if it were really necessary.

I am quite aware of the difficulty which may be made by the Labour party, but the real attitude of this position is, that women should have a right to accept work that is offered to them and secured.

It is very prejudicial to the prosperity of Canada that crude restrictions of this sort should meet well considered schemes for the introduction of a good class of women workers. No new machinery is required to carry out a relaxation of the regulation, because the Superintendent of Canadian Emigration already has in his hands a card of consent which he signs for certain cases which he has the power to deal with, and his card of consent is accepted by the Canadian officer at the port of embarkation.

A difficulty is raised if any society makes a loan to an individual. A statement has to be made to that effect on the shippers' declaration paper, and if the traveller has not obtained a special consent from the Superintendent of Emigration that person would not be allowed to embark. I maintain that societies, such as the British Women's Emigration Association, the Girls' Friendly Society and the Self-Help Emigration Association, with their rigid forms of investigation of character, capability and physique, are far better qualified to make a loan than ordinary shipping agents whose great anxiety is naturally quantity rather than quality. I mean that a relative can make a return on the shippers' declaration of making a loan, or he may call it a gift, and that passes, but a society which makes a loan has been very careful indeed to ascertain from past conduct the probability of that loan being repaid, and, therefore, such a person stands on a platform of ascertained respectability and probity.

I may say that in the case of our girls who went to factory work that their repayments stood higher than that of any other class.

MRS. JOYCE,
Hon. President British Women's Emigration Association.

Letter from the Chairman of the Norwich Distress Committee.

21 SUSSEX STREET,
NORWICH, February 3, 1912.

DEAR MR. SMITH,—

In reply to your letter of the 2nd, I beg to inform you that the committee has received a larger number of letters respecting those who were assisted to Canada last year and in the previous years, and I am pleased to tell you that nearly all the cases are of a most satisfactory character, more particularly so with those who were sent out in 1911. Apparently this is owing to the increased facilities which have been given to the men on their arrival by the various government agents. Longer notice was given of the men's arrival, and letters received from them have proved that this has been most beneficial.

I have received from the agents applications for 100 men already for the present season, and they allude in very satisfactory terms to the character of the men sent out. I desire to add that several of the emigrants placed out last year and the year previous have sent for their wives and in some cases for their brothers and sisters, and in each case have paid the entire expense of their transportation.

Another source of satisfaction is the fact that the sum of £80 has been received from the emigrants of 1911 towards the expense incurred on their behalf. I am hopeful that this will be much increased in the coming season. Should you desire it, copies of the letters shall be forwarded to your department.

Yours faithfully,

J. W. CLARKE,
Chairman.

Letter from the Secretary of the Naval and Military Emigration League.

PARLIAMENT CHAMBERS,
14 GREAT SMITH STREET, S.W.,
January 15, 1912.

DEAR SIR,—

On behalf of the Council of the Naval and Military Emigration League, I beg to thank you for your attendance at the meeting of the Executive Committee on Tuesday last, and for the opportunity you gave us of discussing with you the question of emigration of our ex-service men to Canada.

The objects of the council in asking you to meet their committee were two-fold:—

1st. To bring under your notice the work the league is doing, by advising and, as far as its funds will allow, assisting the emigration of suitable and carefully selected ex-service men, who desire to emigrate to Canada; and

2nd. To ask what facilities your government is able and willing to render to men of that class in regard to finding openings for them, and whether any arrangements can be made for cheapening or advancing the cost of their transport from this country to Canada or from the port of arrival to their destination, or both.

In regard to the first point, you were informed that, up to June 30 last year, 183 men were sent to Canada under the auspices of this league and, from that date to December 31 last, 62 men have been sent; and that towards the cost of the passages of a number of these men the sum of £430 0s. 7d. was advanced by the league, of which £162 14s. 2d. has so far been repaid by the men so assisted.

In the case of a considerable number of the men, permits, for entering the Dominion without being in possession of the full amount of landing money required, have been granted by your Assistant Superintendent of Emigration, on the undertaking of the league, confirmed by reports from our committees in Canada, as to openings being found for them on arriving at their destination.

In so doing your Assistant Superintendent has rendered an important service to the league, which my council gratefully recognizes.

The committees referred to in the preceding paragraph, which consists of a number of leading citizens in Toronto and other cities of the Dominion, were appointed for the purpose of looking after the men on their arrival, and the work done by them has proved of great advantage to the men themselves and to the provinces in which they have settled.

From reports received from the honorary secretaries of these committees and from many letters written by the men, we are glad to know that only in one or two cases have there been any failures or disappointments, and in those cases the cause has been drink. In no instance has there been any want of attention reported, either on the part of our committees or of the government officials, whose assistance has been sought in finding openings for the men.

In regard to the question of facilities, which we venture to ask your government to grant, we fully recognize that, so far as these relate to the placing of the men on farms or in agricultural work, everything that can be done is being done, but there may be other openings for which ex-service men are specially fitted by their discipline and experience, such as: Some form of military employment, city or mounted police nurses or attendants in hospitals and other public institutions, government or bank messengers, commissionaires, caretakers, liftmen, chauffeurs, car conductors, stablemen, grooms, and places of trust generally. Openings also may be found for men who have some knowledge of carpentry or other trades and particularly for 'handy men.' Any openings of this kind may be filled with advantage by not a few of the men sent out by this league.

In addition, however, to co-operating with us in securing openings for our men on their arrival, we are very desirous of ascertaining if any arrangement can be made by your government to assist needy men here who cannot pay their own fares, to enable them to emigrate. The question of obtaining cheaper railway fares, from the port of arrival in Canada to British Columbia, was discussed in an interview held with the Hon. Richard McBride, premier of that province a few months ago. We shall be glad to know if the government can take up a matter of this kind, or if arrangements could be made to subsidize the league on a per capita basis or in some other way.

In making these requests, we think it well to say (1) that the league has hundreds of applications in hand from men who desire to emigrate, but who cannot pay more than a small portion, if any, of their fares, and (2) that, in dealing with these cases, and, generally, with all applications for advice and assistance on the subject of emigration, the greatest care is taken, to ascertain the fitness of the applicant for emigration. This is far more easily ascertained in the case of ex-service men than of any others, as there is available for each man a complete record of his character from the day he joined the service. In addition to examining this record the league, when necessary, makes further inquiries, and in some cases requires medical certificates.

It may be well also to say that the league is a purely philanthropic association and does not act as a shipping agent. Every man is free to book his passage where he chooses, so that the league has no interest in the question of commissions or bonuses, which legitimately belong to the recognized passage brokers or agents, who also have to satisfy themselves as to the emigrant whose passage they book and to satisfy, also, your local home officials.

It may interest you to know that on the occasion of your interview with the council on Tuesday last, there were present: Major-General Sir Ronald Lane, C.B., K.C.V.O. (chairman); the Rt. Hon. Viscount Middleton, J.P., D.L. (ex-secretary for war); Major-General Sir Frederick Wm. Benson, K.C.B.; Colonel Sir Reginald Hennell, C.V.O.; Colonel A. G. Balfour, Colonel Horace H. Barnett, Major Wm. Hussey Walsh, and Gerard Fiennes, Esq. Field Marshal Earl Roberts, our president, would also have been at the meeting but for his absence from town. In his letter explaining the reason of his absence he says: 'I hope the conference with the special commissioner on immigration of the Dominion of Canada will result in advantage to ex-soldiers.'

Again thanking you for your attendance on Tuesday last and for your promise to submit any proposals, such as those contained in this letter, to your government.

I beg to remain,

Your obedient servant,

E. T. SCAMMELL.

Typical cases from the files of the East End Emigration Fund.

DEAR MR. HAWKES,—At your request I enclose particulars of some cases of people who have gone out to Canada, who have not only done extremely well themselves, but have been largely instrumental in bringing out many of their friends and relations, who have also succeeded, and who are a credit to the Old Country and the new.*

You will, of course, understand that these are only isolated cases, and we could give instances of many similar ones. I cannot close this note without telling you of the case of Edmund Pelton, who went out to Winnipeg in 1890, a taxidermist from Hackney. This is another case of the migration of a clan rather than of a family. In 1888 a single man, Pelton, who was a labourer doing badly in Hackney Wick, emigrated to Winnipeg and reported so well of the country that in 1890 his parents, Edmund Pelton and wife, followed him. For years afterwards other members of the family have joined the Peltons. The young men sent home for their sweethearts, and each and all saved to help out collateral branches of the clan. They have scattered largely, and when those still left in Winnipeg were last seen they were happy and prosperous; well dressed citizens. When in England they existed with the fear of the workhouse perpetually before their eyes. I understand that now there are children and grand-children, and even great-grandchildren. The old man is still following his trade, and I enclose his address. When next in Winnipeg you ought to go and have a chat with the old man and tell him what you know of 'Ackney.'

ROBERT CULVER,

Secretary.

Memorandum by Mr. T. M. Kirkwood, Chairman of East End Emigration Fund Committee.

Richard Gavel, Hamilton, went out in 1905: Soon began to acquire land for building on and to run up a wooden house. His wife and child were sent out by . I saw them in 1906 at Hamilton, made friends and have since been in constant touch with them.

At his request we emigrated in 1906, Richard Moon, a French polisher, with his wife and three little ones. Mrs. Moon is a sister of Richard Gavel.

* All names changed for publication.

In 1907 (or 8) we sent out Mrs. Moon's mother to join them; the Moons and Gavels between them paying all.

Then correspondence between me and Gavel began about others. Some others should have been sent in 1909, but for a final wavering on the woman's part. In 1910 I sent out a brother of Mrs. Richard Gavel, Joseph Sutton, the Gavels sending half, I advancing half; all has been regularly repaid.

In 1911 I sent out Gavel's brother Robert and wife; Gavel sending half, the other half I advanced; and repayment has been almost finished—Gavel guaranteed.

In 1911 I sent out at Gavel's request the girl to whom Sutton was engaged; they were married the day of her arrival. Gavel sent half, I advanced half; all repaid. Gavel guaranteed.

In 1911 I sent out at Gavel's request, George Delve, wife and child, his relatives; Gavel and I doing as above, and repayments to me progressing rapidly.

In all these cases Richard Gavel, who has now a commodious brick house of his own, has received the people on arrival at Hamilton; has housed them till other arrangements; has stood security for repayment; has insisted on good livelihood, and has thus established a small British settlement of high character of which he may, I think, well be proud; all Londoners, too.

This year, 1912, I am sending to Gavel on March 22 the following:—

Three single men (young) whom he is going to house and provide work for on arrival; I am advancing these men most of the money.

Bain, wife and three children; these are relatives of Gavel; he is sending me part and standing security for the repayment of the other part, which I am advancing.

Mrs. Parslow and three children, going to the husband at Hamilton; the husband sends me part and I advance part. I do this at Gavel's request and he stands security.

I send copy of Gavel's letter to me of November 6, 1911, which speaks more clearly than I can of the satisfactory result of our partnership.

I should like among many other similar cases to mention two. In 1909, I sent out a lad of 18, whom I knew in Stepney, J. Pawson, he in 18 months repaid me the whole of the £15 I advanced to him, and has since paid £10 towards the expenses of the emigration of his elder brother, that brother's wife and three children. This brother is now doing well at Eustis, Que. J. Pawson was always without work in Stepney, and threatened to become a ne'er-do-well, but I felt he had real grit in him.

Charles Beltrop, 18-year-old son of a south London tailor in poor work, I advanced him £15 and sent him to Vancouver in 1910. He within 12 months repaid all, and has subsequently handed me £15, which in 1911 I advanced for the emigration of his younger 17-year-old brother, for whom he found work at Victoria. Charles has been in England this winter to see his parents, paying everything; he is now going back, taking a young man friend out with him whom he is going to look after and nourish.

These boys will go far.

Letter of Richard Gavel to Mr. T. M. Kirkwood.

DEAR MR. KIRKWOOD,—I am very pleased to tell you that Joe Sutton has taken up a piece of ground and with the view of building a frame house on it next spring. This means that every one that you have sent to me are all buying real estate for themselves and doing well with it. I myself am doing first rate. In addition to my frame house which I was building when you came to see us, I have now a six roomed brick house put up on the next lot which is to cost \$1,400, so you see I am not wasting my time or money here, but putting it to the best use I can for future days.

Now, Mr. Kirkwood, you ask me to do you a favour and take care and look after a George Burren whom you would like to send out here. I think that this favour of yours is so small compared with the many favours you have granted me that I often think how I am to repay them. This is the first opportunity you have given me to do something in return, I say with all my heart, send him to me and he shall never regret the step taken. Work shall be found for him as I have found it for others, and he shall have the greatest care taken of him for I shall act as father to him and Mrs. Gavel shall be his mother, and in time, if God spares us, you yourself shall know the result. Now, telling you about my houses Mr. Kirkwood, I must say that the outside of them looks very nice, now; so does the inside, come to that, always nice and tidy, and all that; but there is one thing lacking I think. We are always talking when we meet one another about you and all your people, but although we ourselves can see you in our minds, I think often I would like others to see you as well, and it would make my sitting room look just grand if you would just send me your photo. Thank you.

I must close this letter now as I am just going to lodge S.O.E.

Yours, &c.,

R. GAVEL,

November 6, 1911.

From Starvation to Competence.

On a bleak January morning, 1893, a thin, pale little man named Grey, staggered into the East End Emigration Office and fainted from hunger. After bringing him round and feeding him up we heard his story. As a child he was carried off to a monastery in France, where he was taught to work on the land. When he grew up the monks told him he ought to become one of them, but he declined and was told to shift for himself. He worked for farmers, and then fell in with an old army officer. With him he worked until the death of the officer, whose widow gave Grey a splendid character. While in their service his English returned to him, and though he married a thrifty French peasant woman, he had practice enough in talking to his employer to keep his native language up. When the English employer died, the Greys came to England with the widow, to help her settle in her new home.

They drifted up to London, with the vague hope that they might find out something about his parents. He got work with a jobbing gardener at a guinea a week, and in four months saved £3 towards the expenses of the third child, which was then expected. Just after the child was born, his work came to an end. The savings were gradually drawn out of the bank; then came sickness, and after much misery, they were on the point of being starved into the workhouse, when he heard of our society. We sent them, 1893, on to a farm in the Eastern Townships, paying for them. Very quickly he saved money and bought a farm of his own with stock, horses, pigs and poultry, which under his care flourished so much that about two years ago he was able to sell the farm and he is now living on the interest from his investments, an eminently prosperous man.

The Remarkable Record of the Bode Family.

March 29, 1892.—James Bode applied to the East End Emigration Fund to be assisted to emigrate to Canada. He said he and his wife were strong hearty people, and had four boys. He was a working farm bailiff. Their furniture would fetch about £9 or £10. He was getting fifteen shillings a week so that he had no chance to save money.

The Committee recommended him to save what he could and apply again.

1894.—Frank, the fifth son was born.

June 24, 1896.—Bode applied again, and said he had saved £8. The Committee thought it would be too late to go that year. but he was to go on saving and apply again.

December 1.—Bode wrote to say he had saved £14. After this Mr. Marquette, our agent in Montreal, was asked if he could place this family.

February 2, 1897.—Major Gretton and Mr. Sclater went to see the Bodes in their home in Kent and reported as follows: 'They are quite the best intending emigrants I have seen for two years, in physique, pluck and thrift.' We told them to save money out of thirteen shillings a week, which the man earned as a farm labourer, and the money he picked up as an amateur barber and hair cutter. They have kept a family of five sturdy little boys, weathered a bad illness scarlet fever and a confinement) and have saved £14 (bank book produced). As Mr. Marquette had a job for him I took upon myself, with Mr. Sclater's concurrence, to say they should go out at the end of March.

March 25, 1897.—It was arranged that they should sail by the SS. *Labrador*. They came to London and were taken to Stepney, when Mrs. Vetcher fitted them out with the necessary clothing and two ladies kindly subscribed £15 to supplement the savings of this family.

They wrote from Montreal saying that they had arrived safely. They were met by Mr. Marquette, who took them to St. George's Home. The next day Capt. Kiff came and brought them to their new home at Elmwood Farm, seven miles from Montreal. The man's wages were \$15 per month, and board. He started work at 4 a.m. and got back at 7 p.m., having to walk a mile to his work. They remained one year and then made their way to Keefers, B.C., where he started work on the Canadian Pacific Railway, getting \$1.25 a day. Mrs. Bode also went out to work at \$1 a day.

Keefers. June 1, 1900.—Mrs. Bode wrote to say that during the past year they cleared \$300, sent \$150 to the brother-in-law to join them, and the balance was in the Post Office Savings Bank. Bode had recently got a promotion to run a section, and was receiving \$55 per month.. The boys got all the fuel and Mrs. Bode had bought a cow for \$30; they also had 40 hens. Mrs. Bode had a class in the Sunday school.

January 16, 1901.—Mrs. Bode wrote that her husband had been in hospital at Kamloops with lung trouble. The medicine had cost \$50. He had a kind employer and was still keeping his job. The eldest boy, 15 years, had been working at the Field Hotel all summer, and had saved \$50. They had banked \$210, and had two milking cows and poultry.

June 10, 1902.—Mrs. Bode said that they had done a lot in building up this place, and that she wanted a piano sent out for her Sunday school, and asked if Mr. Culver would buy one and send it out with the emigrants.

June 9, 1905.—Mrs. Bode has been ill herself for 13 months, but the father and the boys had kept home going. The eldest son was getting \$2.25 a day in the bridge gang. The second son was getting \$25 per month as a waiter on the dining car, and the third son was learning to be a carpenter.

Since then they have assisted the following 35 members of their family to join them. They found them a home, work to go to, and paid £207 3s. 2d. towards their passage money:—

	£	s.	d.
<i>April 4, 1899.</i> —R. Bode, wife and 2 children... ..	25	0	0
<i>April 4, 1902.</i> —J. Wood, paid his own passage money.			
<i>July 10, 1905.</i> —Mrs. Bode wrote and said she wished the money sent for the piano to be used for the emigration of John Pile, wife and 3 children... ..	46	16	9
<i>November 23, 1905.</i> —Bessie Pile... ..	18	7	4

	£	s.	d.
July 7, 1906.—Edward Field, wife and child.. . . .	33	17	7
April 18, 1908.—Bert Bode.. . . .	15	16	3
April 4, 1910.—Alfred Bode and wife.. . . .	30	13	11
May 5, 1910.—John Cauley, wife and 7 emchildren.. . . .	41	1	4
June 6, 1911.—Thos. Humphrey, wife and 4 children.. . . .	20	10	0
	£207	3	2

Alfred Humphrey, wife, and L. Cauley have also joined the family, but paid their own passage money.

APPENDIX E.

PAYMENT OF BONUSES.

Letter from the Secretary of the British Passenger Agents' Association.

16 ELDON STREET,

LONDON, E.C., January 19, 1912.

Dear MR. HAWKES,—I am sorry to learn from yours of the 17th inst., that you are not quite sure of being able to be present to meet our council on the 30th of January. I therefore, have pleasure in bringing before you a subject upon which our association and other agents of the country would like you to carefully consider.

As I mentioned at the conference recently, one of the grievances is that the bonus on approved emigrants is repayable in the event of the person upon whom the bonus has been paid, leaving Canada.

The position is that the agent spends a great deal of time and money in securing a class of citizen Canada mostly desires; and, after a period of uncertain length, receives a bonus. The experience of many agents has been that, as time proceeds, the department in Ottawa discovers the departure of many persons upon whom bonuses have been paid. Their procedure then is, when remitting an agent for his current bonuses to deduct therefrom amounts previously paid to the agent upon certain people whom, the government state, have left Canada, and therefore the bonus previously paid becomes payable to the government.

This state of affairs is discouraging to the agent because he feels that he has no control over the movements of his passengers once they have arrived in Canada, and should the United States or any other country prove a superior attraction, all his work has gone for nothing and he is in the position of owing the Canadian government money. Agents feel that this is a hardship which, being beyond their own control, should be altered by your government.

Possibly you may be able to bring this matter forward at the right time and secure a remedy. If you could also see your way to advising an earlier payment of the bonus this would also act strongly in Canada's favour.

As no doubt you are aware the Australian States are very keen competitors for agriculturists and give agents a bonus thereon and payment thereof is made much sooner than in the case of your government, in fact, in some cases the agent is allowed to deduct the bonus at the time of booking the passenger. These bonuses for Australia are not repayable, so that the agent is in a very much better position than with regard to Canada.

Whilst the fares to Australia remain so low and there is so much state assistance, it is easier for the agent to work for Australia than for Canada, which certainly is not in your interests.

There are other points upon which I could write, but for the present I will confine myself to the above and any further information which you would care to have upon the subject, I shall be very pleased to supply.

Yours sincerely,

F. W. FREIR.

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